



## Scoping Report



REPORT OF THE  
COMPREHENSIVE PLANNING COMMITTEE  
OF THE SAINT PAUL PLANNING COMMISSION

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## SECTION 1:

# Introduction

As a city begins to update its comprehensive plan, it is presented, once again, with the opportunity to think about how it has evolved and continues to change, how it can affect that change, as well as about the values steering that process.

*Implicitly the policies in a comprehensive plan are not about land and buildings but about the people who live in the city.*

### Purpose of a Comprehensive Plan

Metaphorically, there are two cities discussed in a comprehensive plan. As a legal document, a plan is the compilation of adopted policies of the City, or the municipal corporation, during the next decade. The other city is the geographic place divided into neighborhoods and populated with the people who live, work and play there.

At its most basic level, a comprehensive plan describes the arrangement of a city's component parts – land, streets and buildings – and the infrastructure that makes everything work. It is a physical plan.

Implicitly, however, the policies in a comprehensive plan are not about land and buildings but about the people who live in the city. Thus, a land use policy about industry is about fostering the creation of jobs so that residents can earn income. A parks policy about recreational facilities is about providing safe places where children can play. A transportation policy about transit is geared toward ensuring that people have the means to get between job and home. Underlying the strategies and policies in a comprehensive plan is a concern for the social and economic well-being of the residents of a city.

These concepts – a physical plan and policies designed to nurture the people who live and work in Saint Paul – are the framework of the current Comprehensive Plan. Three overarching themes in the current plan include:

- Growth. Growth encompasses population and housing, as well as business development and jobs.
- Quality of Place. Quality of place is exemplified by the aesthetic attributes of the city.
- Well-being. Components of well-being are jobs for residents and economic growth, as well as cultural, educational and recreational opportunities.

### Legal Requirements Governing Preparation of *Comprehensive Plan 2008*

The state Metropolitan Land Planning Act requires that cities and other local governments update their comprehensive plans every 10 years consistent with the Metropolitan Council's *2030 Regional Development Framework* and its system statements for transportation, parks and water. Assuring that cities grow in ways that use regional systems efficiently and that population and employment growth is consistent with the Council's forecasts is the purpose of the plan update process.



Saint Paul is designated as a “developed community” in the Council’s *2030 Regional Development Framework*. A developed community is described as one that maintains and improves its existing infrastructure, such as sewers and roads; redevelops land to provide for additional growth of population and employment; and provides for additional growth that integrates land uses (i.e., mixed use development) and is located at centers along transit corridors.

### The Role of the Planning Commission, the Mayor and the City Council

Planning commissioners, appointed by the Mayor and confirmed by the City Council, are responsible for the preparation of *Comprehensive Plan 2008*. To that end, members of the Comprehensive Planning Committee of the commission have been directing a range of activities in preparation for updating the plan.

The *Scoping Report* is the Planning Commission’s work program for the plan update, as well as a compilation of the committee’s activities during the preceding year. Specifically, the committee has focused on the following:

- An examination of the themes and strategies in the current *Comprehensive Plan 2008*. There will be five chapters in the plan update – Land Use, Transportation, Housing, Parks and Water. Staff culled out the themes and strategies in the chapters of the current plan. See Section 3.
- Delineating likely issues in the plan. As part of the examination of the current plan chapters, staff outlined likely issues for *Comprehensive Plan 2008* (see Section 3). In addition, the Commission oversaw the following activities:
  1. Four forums on key issues, including demographics; the state of the City’s infrastructure; social issues, largely focused on housing and disparities; and, economics, focused on emerging labor markets. Information about the demographics forum is in Section 2; the other three forums are described in Section 5.
  2. An interdepartmental staff retreat in November 2005. Staff from several City departments participated in a round-table discussion of changes they have witnessed during the last decade and how those will likely impact the future; see Section 5.

**The Council’s forecast of population, households and employment for Saint Paul are:**

	2000 (actual)	2010	2020	2030
Population	286,840	305,000	320,000	331,000
Households	112,109	120,000	127,000	133,000
Employment	184,589	196,600	210,000	220,600



3. The Pressure Points from *A Lens for the Future: Saint Paul for the Next 25 Years*, a report of the Commission's Long-Range Policy Committee, is incorporated into the *Scoping Report*; see Section 4.

- Overseeing the creation of five Comprehensive Plan Task Forces and the selection of task force members. The task forces are comprised of residents, appointed from nominations of the 19 District Councils, and stakeholders. The work of the task forces is described in Section 6.
- Crafting a public participation program. The objective of public participation is two-fold: Residents and stakeholders will know what is happening during the preparation of the plan update, and they will have the opportunity to comment and provide other input on proposed policies. Public participation activities, outlined in Section 6, range from a page on the City's website to open houses in the community.
- Organizing the planning process. The work of each task force will fall into three phases: discussion of issues; staff writing of the draft plan;

and, review of the draft plan. The task forces will use the expertise of its members and research provided by planning staff as it prepares its recommendations to the Planning Commission. In addition, the task forces will invite experts to provide information and insights on issues relevant to its work.

### Components of *Saint Paul Comprehensive Plan 2008*

The plan will include five substantive chapters – Land Use, Transportation, Housing, Parks and Water. When the five chapters are completed, a Summary and Implementation chapter will be prepared. The plan also will include the adopted *Saint Paul Downtown Development Strategy* and the *Mississippi River Corridor Plan*, as well as summaries of small area plans and district plans.



## SECTION 2:

# Snapshot of Saint Paul

A cursory glance at basic census information for Saint Paul is potentially misleading. The population in the decade between 1990 and 2000 remained stable, with a modest growth of 5.5 percent. There was also a modest increase of 1,500 in the numbers of households. Such figures belie the dramatic changes in the people living in Saint Paul and how they are changing the city. This section describes some of those changes and their implications.

### Information in this Section

Three sources were used in this section:

- The 2004 American Community Survey. The American Community Survey (ACS), produced by the U.S. Census Bureau, is a nationwide survey designed to provide communities with a fresh look at how they are changing. The ACS collects and produces population and housing information every year instead of every ten years and, as such, will be an element in the Census Bureau's reengineered 2010 census plan. The ACS collects information such as age, race, income, commute time to work, home value, veteran status, and other important data from U.S. households.
- A profile of Saint Paul. The profile, based on 2000 Census figures, describes Saint Paul and compares the city on 10 key trends with 20

northeastern and midwestern cities. The profile was prepared by Mark Vander Schaaf, formerly PED staff and now with the Metropolitan Council.

- The demographics forum. Four demographers described broad trends and discussed their implications at a forum sponsored by the Planning Commission. Included is a list of 10 top trends compiled by Paul Mattessich, executive director of Wilder Research.

### Narrative from the 2004 American Community Survey

The American Community Survey is the most recent for which full data and a narrative have been released by the U. S. Census Bureau.

### Population of Saint Paul

In 2004, Saint Paul had a household population of 258,000–134,000 (52 percent) females and 124,000 (48 percent) males. The median age was 33.1 years. Twenty-five percent of the population were under 18 years and 11 percent were 65 years and older.

For people reporting one race alone, 67 percent were White; 14 percent were Black or African American; 1 percent were American Indian and Alaska Native; 14 percent were Asian; less than 0.5 percent were Native Hawaiian and Other Pacific Islander, and 4 percent were Some other



race. Three percent reported Two or more races. Eight percent of the people in Saint Paul were Hispanic. Sixty-two percent of the people in Saint Paul were White non-Hispanic. People of Hispanic origin may be of any race.

## Households and families

In 2004 there were 112,000 households in Saint Paul. The average household size was 2.3 people. Families made up 51 percent of the households in Saint Paul. This figure includes both married-couple families (35 percent) and other families (16 percent). Nonfamily households made up 49 percent of all households in Saint Paul. Most of the nonfamily households were people living alone, but some were comprised of people living in households in which no one was related to the householder.

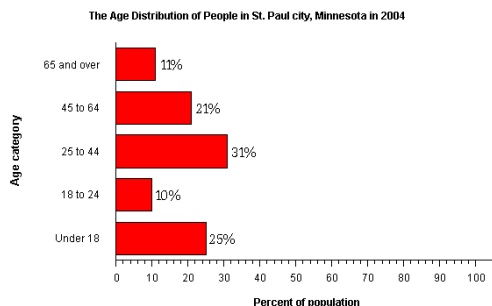
## Nativity and language

Fourteen percent of the people living in Saint Paul in 2004 were foreign born. Eighty-six percent were native, including 59 percent who were born in Minnesota.

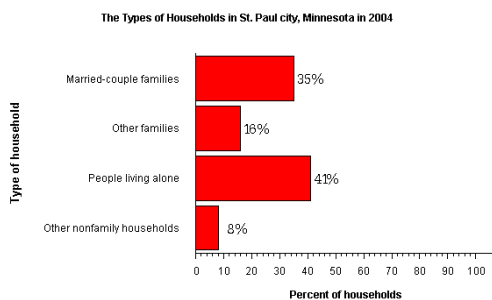
Among people at least five years old living in Saint Paul in 2004, 24 percent spoke a language other than English at home. Of those speaking a language other than English at home, 34 percent spoke Spanish and 66 percent spoke some other language; 55 percent reported that they did not speak English “very well.”

## Geographic mobility

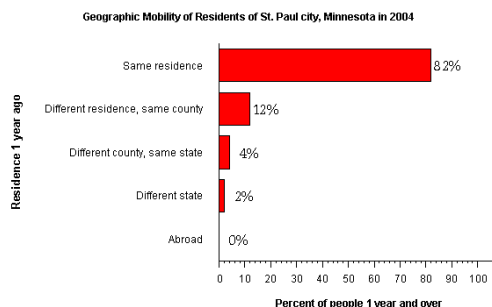
In 2004, 82 percent of the people at least one year old living in Saint Paul were living in the same residence one year earlier; 12 percent had moved during the past year from another residence in the same county, 4 percent from another county in the same state, 2 percent from another state, and less than 0.5 percent from abroad.



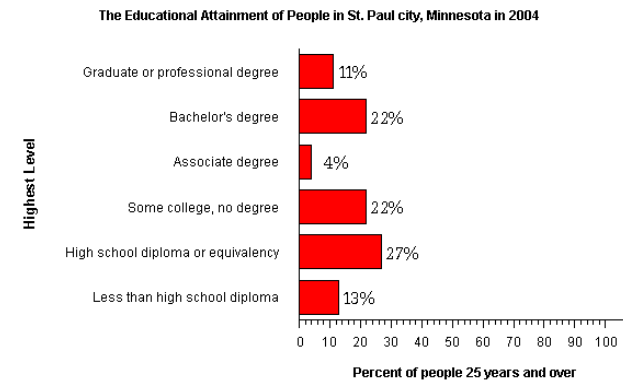
Source: American Community Survey, 2004



Source: American Community Survey, 2004



Source: American Community Survey, 2004



Source: American Community Survey, 2004

## Education

In 2004, 87 percent of people 25 years and over had at least graduated from high school and 34 percent had a bachelor's degree or higher. Among people 16 to 19 years old, 8 percent were dropouts; they were not enrolled in school and had not graduated from high school.

The total school enrollment in Saint Paul was 69,000 in 2004. Preprimary school enrollment was 4,900 and elementary or high school enrollment was 38,000 children. College enrollment was 25,000.

## Disability

In Saint Paul, among people at least five years old in 2004, 15 percent reported a disability. The likelihood of

having a disability varied by age – from 10 percent of people 5 to 20 years old, to 13 percent of people 21 to 64 years old, and to 32 percent of those 65 and older.

## Industries

In 2004, for the employed population 16 years and older, the leading industries in Saint Paul were Educational, health, and social services, 24 percent, and Retail Trade, 12 percent.

## Occupations and type of employer

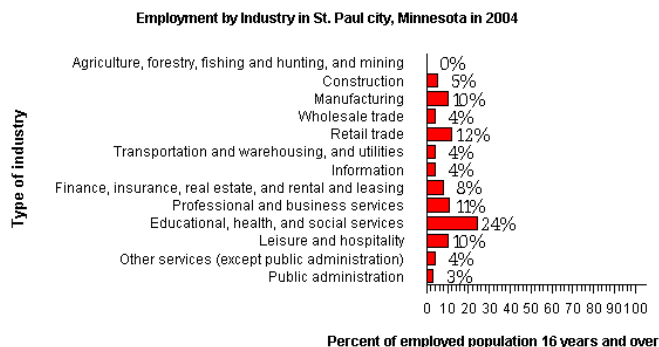
Among the most common occupations were: Management, professional, and related occupations, 35 percent; Sales and office occupations, 26 percent; Service occupations, 18 percent; Production, transportation, and material moving occupations, 14 percent; and Construction, extraction, and maintenance occupations, 7 percent. Seventy-four percent of the people employed were Private wage and salary workers; 11 percent were Federal, state, or local government workers; and 4 percent were Self-employed.

## Travel to work

Seventy-one percent of Saint Paul workers drove to work alone in 2004, 10 percent carpooled, 8 percent took public transportation, and 7 percent used other means. The remaining 4 percent worked at home. Among those who commuted to work, it took them on average 20 minutes to get to work.

## Income

The median income of households in Saint Paul was \$38,731. Seventy-nine percent of the households received earnings and 13 percent received retirement income other than Social Security. Twenty-



Source: American Community Survey, 2004

Note: The Professional and business services category includes the following industries: Professional, scientific, management, administrative, and waste management services. The Leisure and hospitality category includes the following industries: Arts, entertainment, recreation, accommodation, and food services

three percent of the households received Social Security. The average income from Social Security was \$11,614. These income sources are not mutually exclusive; that is, some households received income from more than one source.

## Poverty and participation in government programs

In 2004, 14 percent of people were in poverty. Twenty-two percent of related children under 18 were below the poverty level, compared with 18 percent of people 65 years old and over. Eight percent of all families and 25 percent of families with a female householder and no husband present had incomes below the poverty level.

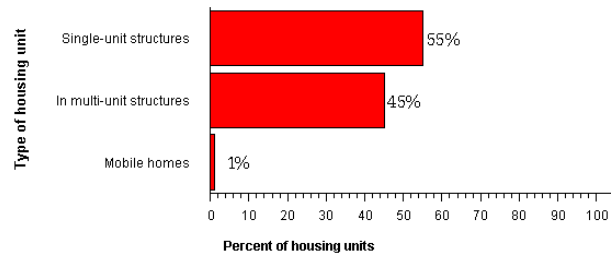
## Housing characteristics

In 2004, Saint Paul had a total of 117,000 housing units, 4 percent of which were vacant. Of the total housing units, 55 percent were in single-unit structures, 45 percent were in multi-unit structures, and 1 percent were mobile homes. Four percent of the housing units were built since 1990.

## Occupied housing unit characteristics

In 2004, Saint Paul had 112,000 occupied housing units - 62,000 (55 percent) owner occupied and 50,000 (45 percent) renter occupied. Two percent of the households did not have telephone service and 14 percent of the households did not have access to a car, truck, or van for private use. Thirty-three percent had two vehicles and another 10 percent had three or more.

The Types of Housing Units in St. Paul city, Minnesota in 2004



Source: American Community Survey, 2004

## Housing costs

The median monthly housing costs for mortgaged owners was \$1,260, non-mortgaged owners \$342, and renters \$638. Thirty-four percent of owners with mortgages, 14 percent of owners without mortgages, and 46 percent of renters in Saint Paul spent 30 percent or more of household income on housing.

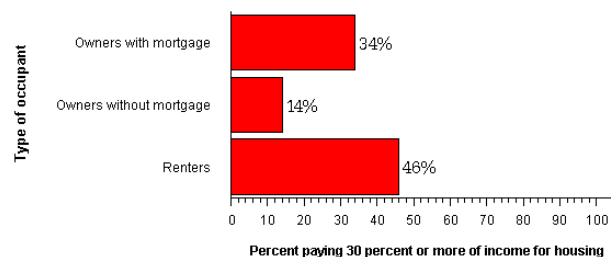
Source: U.S. Census Bureau, 2004 American Community Survey

Notes:

- Detail may not add to totals due to rounding.
- Percentages are based on unrounded numbers.

NOTE. Data are limited to the household population and exclude the population living in institutions, college dormitories, and other group quarters.

Occupants with a Housing Cost Burden in St. Paul city, Minnesota in 2004



Source: American Community Survey, 2004

## A Profile of Saint Paul

This is a profile of ten key census trends in the city between 1990 and 2000. It describes Saint Paul and compares the city to the 20 others in the northeastern and midwestern United States. Based on 2000 Census figures, it was prepared by Mark Vander Schaaf, then on the staff of the Department of Planning and Economic Development.

- **Saint Paul's population grew.**

Saint Paul's population grew by 5.5 percent, from 272,235 to 287,151 during the 1990s. Only four of the 20 largest northeastern/midwestern cities grew more than Saint Paul during this decade. Of the four with higher growth rates, three were cities which include expanding suburban areas within their municipal boundaries - Omaha, Columbus and Indianapolis. Of "landlocked" cities, only New York (with a 9.4% growth rate) exceeded Saint Paul in percentage growth. Eleven of the 20 largest northeastern/midwestern cities lost population during the 1990s. Saint Louis had the steepest decline in population, dropping by 12.2%. Also registering double-digit percentage losses were Baltimore (11/5%) and Buffalo (-10.8%).

- **Saint Paul became more diverse than ever, but by 2000 was not only somewhat more diverse than the nation as a whole.**

The 1990s were a pivotal decade for Saint Paul in terms of changing racial/ethnic diversity. At the beginning of the decade, Saint Paul's nonwhite population was 17.7 percent of its overall population, a figure lower than the national level of 19.7 percent. By 2000, Saint Paul had nearly doubled its nonwhite percentage to 33.0 percent, a rate notably higher

than the national level of 24.9 percent. This was the most dramatic change of any of the 20 largest northeastern/midwestern cities, and raised the city's ranking from 19th in 1990 to 15th in 2000. By 2000, Saint Paul's nonwhite population percentage exceeded that of Pittsburgh. Columbus, Indianapolis, Toledo and Omaha. However, its nonwhite population percentage falls far short of most large northeastern/midwestern cities. Indeed, in eight of the 20 cities, more than 50 percent of the population is nonwhite. Detroit, at 87.7 percent nonwhite, is the leader in this category.

Unlike most northeastern/midwestern cities, Saint Paul's racial and ethnic diversity stems to a great extent from its large foreign-born and non-English speaking population. By 2000, Saint Paul registered 21.8 percent of its population speaking a language other than English at home, a figure ranking it fifth among the 20 largest northeastern/midwestern cities. This figure is almost double its 1990 level of 11.2 percent (rank of seventh). Similarly, Saint Paul's foreign-born population percentage also almost doubled, from 7.3 percent to 14.3 percent.

- **Saint Paul gained young people and lost older people.**

Saint Paul joined eight other large northeastern/midwestern cities which registered population gains in the under 25 age cohort. However, the gain was larger in Saint Paul (+12.9%) than in any city except for Omaha (+16.4%). Saint Paul's growth rate among younger people also surpassed that of the U.S. as a whole, where there was a 10.1 percent gain. Other double-digit percentage gains in this category were registered by New York (+11.3%) and Minneapolis (+10.8%).

Northeastern/midwestern cities with the largest losses among young people include Baltimore (-11.5%), Saint Louis (-10.6%) and Cincinnati (-10.6%).

Conversely, at a time when the national population of senior citizens aged 65 and older grew by 12.0 percent, Saint Paul had a loss of 20.8 percent in this population cohort. Among major northeastern/midwestern cities, only Saint Louis (-27.5%) and Minneapolis (-26.9%) had larger percentage losses. However, it is notable that all but three major northeastern/midwestern cities had some loss in the age 65+ cohort during 1990-2000: Columbus (+8.8%), Omaha (+6.3%) and Indianapolis (+4.7%) - all cities with substantial suburban land uses within their municipal boundaries.

- **Saint Paul's families and households became more prosperous.**

Slightly more than half of all northeastern/midwestern cities registered gains in median family income higher than the rate of inflation, and almost three-quarters exceeded the rate of inflation in growth of median household income. However, Saint Paul's performance in both categories was especially impressive.

Between 1990 and 2000, Saint Paul jumped from fifth to third in median family income among large northeastern/midwestern cities (behind only Omaha and Indianapolis in 2000). Its \$15,107 increase (from \$33,818 to \$48,925) exceeded the national increase of \$14,821 and trailed only Omaha and Minneapolis among the cities under comparison. In percentage terms, Saint Paul's 44.7 percent increase exceeded the national average of 42.1 percent and the inflation rate of 34.4 percent; and trailed only

Detroit, Omaha and Minneapolis in the northeast/midwest region.

Similarly, median household income also jumped in Saint Paul from \$26,498 to \$38,774 -moving the city from #7 to #4 in rankings within the northeast/midwest region. Again, its dollar increase exceeded the national increase (\$12,276 in Saint Paul, compared to \$11,938 in the U.S.). In dollar terms, only Omaha and Chicago had higher increases; in percentage terms, Saint Paul exceeded all but Detroit, Omaha, Chicago and Minneapolis. The city's percentage increase of 46.3 percent was well above both the national increase of 39.7 percent and the 34.4 percent inflation rate.

- **Saint Paul's poverty rate improved relative to the past, but its rate of improvement was less dramatic than in many other cities.**

In 2000, Saint Paul had the fifth lowest percentage of individuals in poverty among the 20 largest northeastern/midwestern cities - 15.6 percent. This figure was a clear improvement over the 16.7 percent poverty rate for Saint Paul individuals in 1990, a level that gave the city a #4 ranking in that year. Although the city's ranking changed little between 1990 and 2000, it is notable that eight other cities had better rates of improvement than Saint Paul, led by Detroit which experienced a 6.3 percent decline in its poverty rate for individuals. However, the 1.1 percent decline in Saint Paul was measurably better than the 0.7 percent decline nationwide during the past decade.

The picture was similar for families below the poverty level. Again, Saint Paul's ranking dropped from 4th to 5th among large northeastern/midwestern cities, but registered a small improvement from 12.4 percent in 1990 to 11.7 percent in 2000. Ten cities had better rates of improvement, but the U.S. as a whole was almost identical to Saint Paul (0.8% improvement in U.S., compared to 0.7% improvement in Saint Paul).

- **Housing costs in Saint Paul grew modestly.**

Saint Paul's ranking in median value of owner-occupied housing was unchanged between 1990 and 2000 at #6. However, Saint Paul's growth in housing values was actually below average relative both to the U.S. as a whole and to other northeastern/midwestern cities. Saint Paul's housing values grew by 48.7 percent, from \$70,900 to \$105,400 during the 1990-2000 period, while values in the U.S. as a whole grew by 51.2 percent from \$79,100 to \$119,600. While Saint Paul's ownership housing values grew well ahead of the 31.8 percent rate of inflation between 1990 and 2000, the city's percentage growth rate ranked only 12th among the 20 largest cities in the northeast/midwest. Seven cities actually registered housing value growth at a rate less than the inflation rate.

In contrast, median rent grew more slowly in Saint Paul than in any other northeastern/midwestern city. The 45.2 percent increase in Saint Paul indeed exceeded the 31.8 percent 1990-2000 inflation rate, but trailed the U.S. average increase of 61.0 percent, and increases in the northeast/midwest ranging as high

as 96.2 percent in Cleveland. As a result, Saint Paul dropped from #4 to #9 among the 20 cities in median contract rent between 1990 and 2000.

- **Overall housing affordability declined slightly for Saint Paul home owners, but improved significantly for Saint Paul renters.**

By 2000, 80.4 percent of Saint Paul home owners reported monthly owner costs less than 30 percent of household income. This figure represented a small decline from the city's 81.3 percent level in 1990. However, most major northeast/midwest cities had very large declines in this category, resulting in Saint Paul's move from #11 to #5 in overall ownership housing affordability within the larger region during the 1990-2000 period.

The story for renters in Saint Paul is both worse and better than that for owners. It is worse in that only 58.1 percent of Saint Paul renters in 2000 paid less than 30 percent of their household income for rent (compared to 80.4% for owners). However, this represents a strong improvement from the city's 52.8 percent level in 1990. Consequently, during the 1990-2000 period, Saint Paul both improved its overall ranking in the northeast/midwest (from #12 to #6) and also moved from being worse off relative to the nation as a whole in 1990, to being better off in 2000. Only one of the 20 largest northeastern/midwestern cities registered a better performance in this category during 1990-2000: Detroit, which improved by 10.3 percent (from 40.6% to 50.9%).



- **Educational attainment of Saint Paul adults remained at its already-high level.**

Historically, Saint Paul has registered both a high level of high school graduates and a high level of college graduates. In 2000 that continued to be true. Of Saint Paul residents 25 years and older, 83.8 percent were high school graduates in 2000 (rank #4 in northeast/midwest), and 32.0 percent college graduates (rank #3 in northeast/midwest). Of special note is the fact that Saint Paul and Minneapolis score especially high in both high school and college graduates. While Boston exceeds Saint Paul (but trails Minneapolis) in college graduates, its percentage of high school graduates is only average. Similarly, Omaha and Columbus have more high school graduates than Saint Paul, but fewer college graduates.

- **Saint Paul's workforce registered strong gains in its percentage of high-skill**

Management, professional and related occupations are those with the highest skills and wages. Within this category, Saint Paul jumped from #6 to #3 in the northeast/midwest during 1990-2000. By 2000, 37.8 percent of the city's employed workforce was high-skill, up from 28.9 percent in 1990. Saint Paul's high-skill workforce percentage by 2000 trailed only Boston (43.3%) and Minneapolis (41.4%) in the larger region.

- **Along with every other major north-eastern/midwestern city, Saint Paul lost ground in its efforts to utilize alternative forms of commuting to work.**

The percentage of commuters using alternatives to "driving alone" declined in every major northeastern/midwestern city during 1990-2000. In Saint Paul, 30.8 percent used alternative transportation in 2000, down from 32.9 percent in 1990. While all cities were declining relative to this indicator, Saint Paul's decline was steeper than many, resulting in its ranking slipping from #12 to #14. Minneapolis, in contrast, maintained its #8 ranking with 38.4 percent of commuters using an alternative to driving alone.

# Perspectives and Insights on Saint Paul Demographics

Demographics was the subject of the first of four forums on key Saint Paul issues sponsored by the Planning Commission. Participants in the forum were:

- Tom Gillaspay, Minnesota State Demographer
- Paul Mattessich, Wilder Foundation Research Center
- Mark VanderSchaaf, Metropolitan Council
- Steve Schellenberg, St. Paul Public Schools

All four participants pointed out trends likely to unfold during the next 10-20 years, based on their assessments of changes since the 1990 Census. Each of these trends carries with it implications that will impact the policies in the Comprehensive Plan update. Briefly, their observations were:

## Population growth

The populations of the core cities – Saint Paul and Minneapolis – will experience modest growth, but will decline relative to the rest of the metropolitan area and the rest of Minnesota. Moreover, the state's population is growing but not as much as the entire country. There are significant implications deriving from this trend, beginning with the impact on reapportionment of Congressional seats following the 2010 Census.

Population growth will be a result of in-migration, not natural growth (more births than deaths). People moving into the region, on the whole, will be younger than those who leave. This will result in a “younger” population and one that is more diverse.

The aging of the population will continue but will appear to be slowed by in-migration. The aging of the population will affect the tax base and government expenditures, housing design and choices, as well as recreational facilities.

The population will become more diverse. This will impact the schools, businesses and labor markets.

## Education and workforce

Population growth depends on economic growth, which depends largely on the quality of the workforce, so education and educational outcomes are critically important.

Changes in the existing workforce – the effect of aging on the size of the labor market, for example – may encourage more immigration.

## Global issues

The reserves of oil are declining. The country is undergoing a transformation from a petroleum based economy. Presumably this will impact how land uses are allocated within the region.

Regional competitiveness. Competitiveness could more likely occur between different regions of the country or regions around the globe, rather than within the metropolitan region.

## **Ten Demographic Trends**

Paul Mattessich, Executive Director, Wilder Research, discussed “10 top” demographic trends affecting the region's social and economic vitality. They are reprinted here, along with his assessment of why each of these trends is important:

People often ask for the “top 10” trends for our region's social and economic vitality. Here are my nominations and why I believe they matter.

**10. Regional growth.** Since 1970, Twin Cities counties have grown steadily. While many U.S. central cities declined, “the twins” mostly held their own. **So what?** We are not experiencing urban decay; we can thrive by nurturing the talents and skills of our population.

**9. Mismatch: jobs and housing.** The suburbs hold over 70 percent of entry level jobs; but many of the people needed to fill these jobs live in the core cities. **So what?** To promote self-sufficiency, and to meet employers’ personnel needs, we must remedy this mismatch.

**8. Housing cost burden.** Just to put a roof over their heads, many low-income households pay 30 to 50 percent, or more, of their income on housing. **So what?** Housing stability provides a critical building block for raising children and being productive community members. It’s hard to stay put when you are spending nearly half of what you earn on housing.

**7. Increase in immigrants.** Since 1970, the Twin Cities have experienced the arrival of more and more people from Asia, Africa, and Eastern Europe. **So what?** This trend offers new opportunities – and alters expectations and needs – related to employment, housing, consumer behavior, and more.

**6. “Questioning mood” regarding publicly funded services.** In tightening economic times, many citizens want concrete evidence of results, and the benefit/cost ratio, before agreeing to increase funding on public services. **So what?** Our public services and charities must operate efficiently and show results, or they cannot expect revenue increases.

**5. Increased numbers of older people.** Simply put, the Baby Boom generation is moving into their older years and more people are living longer. **So what?** Increasingly, older people will work, volunteer, be consumers, and participate in community life. At the same time, our communities will have more elderly who require assistance and services.

**4. Suburbanization.** Nationally and in Minnesota, suburbs have grown, and will grow, faster than urban areas. **So what?** Suburbs differ from cities, economically, politically, attitudinally. Regional thinking and action have even more importance for continued vitality.

**3. Poverty’s impacts.** Low income either causes or worsens most social problems. **So what?** We must address income issues, through economic development and other means, in order to improve the overall quality of life for all.

**2. The education gap.** Children in some racial groups, and poor children, score lower academically than White children and higher-income children. **So what?** Given current community demographics, this constitutes a threat for the future capacity of our workforce and the readiness/ability of all our young people to participate fully in community life.

**1. Diversity.** Children, young adults, middle aged, and the elderly have all become more racially and culturally diverse. **So what?** For human services, education, and community development, this alters both community assets (workforce, donors, volunteers, civic participants), and community needs (disparities among groups, need for culturally appropriate care, access to care).

## SECTION 3:

# Themes in the Current Comprehensive Plan

*The Metropolitan Council has established specific targets for future growth. To meet those targets will require higher residential densities and intense redevelopment of industrial land.*

There will be five substantive chapters in Comprehensive Plan 2008 – Land Use, Transportation, Housing, Parks and Water. While each chapter will focus on its own set of issues, some themes will be common to all chapters and will link the chapters together.

### **Growth**

A city's survival depends on growth that sustains its prosperity and reflects the values of its residents. Growth without both of these characteristics undermines a city's future.

### **Economic Development/Business and Investment Climate**

A healthy economy is comprised of businesses providing goods and services that add to the prosperity of the city and are linked to national and global economies.

### **Jobs**

The workplace must thrive if both employers and employees are to prosper.

### **Human Development Principles**

The City's physical plan provides a backdrop against which the activities of residents and those in the workplace can play out. Principles for human development guide economic and social well-being, as well as the cultural and educational components of peoples' lives.

### **Sustainability and Environment**

The natural world is the foundation for development; sustaining its components – land, water and air – is critical if the city is to prosper and its residents are to be healthy.

### **Urban Design**

High quality urban design is essential for establishing connections between elements of a city's economy and creating a community that nurtures its residents.

### **City Budget and Infrastructure Maintenance**

The City needs money to run government functions, including building and maintaining its infrastructure.

### **Themes in the Current Comprehensive Plan**

The remainder of this section includes an examination of themes, strategies and policies of the existing plan, in a chart format, as well as memos outline likely issues in the 2008 plan. It is noted that Water is a new chapter in Comprehensive Plan 2008. The following staff prepared the charts and memos:

- Land Use – Penelope Simison
- Transportation – Allen Lovejoy
- Housing – Shawntera Hardy, Luis Pereira and Yang Zhang
- Parks – Lucy Thompson
- Water – Larry Soderholm

## Key Issues in Comprehensive Plan 2008: Land Use

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### The Existing Land Use Chapter

The current Land Use chapter includes objectives and policies focuses on four key strategies for development of the city:

- **A vital city center.** A strong center provides identity for a city and a nucleus for activity. Development of housing and maturation of the cultural facilities have been major factors in the rejuvenation of downtown Saint Paul during the last decade.
- **Neighborhood urban villages.** Residences, with a range of housing types and values, are the core of Saint Paul's neighborhoods. Planning for all the component parts of neighborhoods – shopping areas, institutions and a transportation structure, in addition to housing – has increasingly included the concept of mixed-use buildings or neighborhoods.
- **Corridors for growth.** Jobs and employment centers on key corridors, including major streets and land once used for large scale industry, is the underpinning of the city's economy.
- **Environmental stewardship.** This strategy focuses on environment features of the city, as well as its parks.

These overarching themes will continue to be valid during the next 10-20 years, the horizon of Comprehensive Plan 2008.

The challenge of the Land Use chapter is determining how existing land use policies should be revised to address the issues and trends of the last decade, both changes within the city, such as increasing diversity, and elsewhere where those changes impact Saint Paul residents, such as economic shifts that affect industrial policy and labor markets.

### Issues and Trends

These issues and trends are likely to impact the use of land during the coming 10-20 years:

- **Growth in households (population) and jobs.** The Metropolitan Council has established specific targets for future growth. To meet those targets will require higher residential densities and intense redevelopment of industrial land.
- **The role of downtown Saint Paul.** Development of housing in the last decade has created a large residential community downtown; this is likely to be expanded during the next 10-20 years. The cultural offerings have matured and will be sustained. A question is the extent to which the downtown will be a factor in the

economy of the metropolitan area in the future, especially the office market. Determining the niche downtown will fill is an issue for the Land Use chapter.

- **Strengthening neighborhoods.** Meeting the population targets will compel a discussion of the amount and location of new housing; this includes a discussion of density and how higher densities can be achieved while still retaining the uniqueness of Saint Paul's neighborhoods. Commercial corridors and nodes that serve these growing neighborhoods will be an issue. Excess retail zoning has enticed businesses to open and, often, to close soon thereafter when there is insufficient income to support them.
- **Redefining industrial policy and determining future labor markets.** Economic changes in the region and around the globe are prompting a re-examination of what kinds of jobs will be available to Saint Paul residents in the next 20 years. The questions are: How should "industrial policy," or an employment policy, be defined? How should a land use plan be crafted to respond to changes in labor markets and the economy?

Themes	Existing Chapter	1990s and Early 2000s	Likely in Next Decade				
Growth projections: growth in population, households and jobs	Assumption based on state law: Metropolitan Land Planning Act – MN Stat. 73.859, Subd. 2  Metropolitan Council given authority over comprehensive planning under state law (1967 MN laws, chapter 896)	Metropolitan Council 2020 targets for Saint Paul in the existing plan included an additional 22,000 people, 9,000 households and 13,000 jobs. The City decided to increase the jobs target to 18,000. According to the Metropolitan Council numbers, the 2000 Saint Paul population and household numbers were higher than the forecast; the jobs number was lower.	Metropolitan Council targets for Saint Paul are:				
				(actual) 2000	2010	2020	2030
			pop	286,840	305,000	320,000	331,000
			hh	112,109	120,000	127,000	133,000
			jobs	184,589	196,600	210,000	220,600
			The increases by 2030 over the 2000 figures would be:				
• pop – 44,160							
• hh – 20,890							
• jobs – 36,000							

Thus, between 2006 and 2030 the city each year will have to add 870 housing units and 1500 jobs to meet these targets. (For comparison, Phalen Corridor has added 2,100 jobs over the last several years.)

Staff has discussed trying to exceed the Metropolitan Council targets. If there is a decision to exceed the targets established by the Metropolitan Council, what should that number be??? To meet the targets, or to exceed them, necessitates an examination of the following:

- Land for new residential development. Providing land for new residential development raises the following questions: Will new development be infill on existing vacant lots or lots created by lot splits of overlarge parcels? Will new development be through rezoning of parcels to create new MF districts and/or the redevelopment of SF neighborhoods with MF projects? Are there selected sites (downtown??? commercial corridors??? industrial corridors???) where very dense projects can be developed? Will we have different density targets for individual areas of the city? (Metropolitan Council has overall density standard of 3-5 units per acre.)
- There is land across the city zoned for industrial development. The question increasingly becomes what industry should go there – or, what can succeed in current and future markets that, at the same time, will employ significant numbers of people. And, what kind of work skills do these jobs/industries require?

These questions underscore other trends and assumptions in the existing Land Use chapter, including, for example, more transportation options, competitive advantages of a central city, building a citywide economic base, etc. etc. All trends and assumptions will need to be examined; some will likely receive more attention than others (the role of government in redevelopment) and others may have to be questioned (role of the automobile, given the energy situation). One way of examining the trends and assumptions is to lay them out, side-by-side, next to the “pressure points” from the *A Lens for the Future: Saint Paul for the Next 25 Years* to see how they intersect. Another way of examining the trends and assumptions is to weight them according to a list of priorities and criteria for development of the city.

Related to the forecasts and targets, and the land use work accompanying them, the calculations in Appendix B will have to be updated (existing land use and projected changes).



Themes	Existing Chapter	1990s and Early 2000s	Likely in Next Decade
<b>A Vital, Growing City Center</b>	<i>strategy</i>	Downtown Saint Paul has been undergoing rejuvenation since the early 1990s, the result of several key development projects. Examples are the Lawson building; the Science Museum and Children's Museum; and housing in new buildings and in renovated historic buildings.	Answering the question – What is Saint Paul's niche? – will be central to forging a policy for downtown. Moreover, a clear identity for downtown will solidify the perception of the entire city by its residents and by other cities as the suburbs grow and capture a greater proportion of the region's population. Many suburbs, including some in the East Metro, have matured during the preceding decade, threatening to undermine Saint Paul's position in the region.
<b>Implementation of Saint Paul on the Mississippi Development Framework</b>	<i>objective</i>	<p>Work done on objectives in the Framework, including the National Great River Park concept and urban villages around the office core (i.e., Fitzgerald Park precinct plan).</p> <p>Development underway or predevelopment planning done on riverfront projects (i.e., Upper Landing and on the West Side).</p>	Will continue. See other sections under A Vital, Growing City Center for details.
<b>Mix of uses in downtown</b>	<i>objective</i>	<p>Saint Paul retains its position as a cultural and entertainment center that draws people from throughout the region.</p> <p>The development of housing has been significant, but retail has shrunk. (For example, the Marshall Field's redesign shrunk not only the size of the store but also the scope of merchandise it sells.) Expansion of commercial included businesses that are accessory to entertainment venues (restaurants).</p>	<p>Commercial uses will likely serve downtown residents, the downtown workforce or people coming to the entertainment venues. Commercial uses are unlikely to draw patrons simply to shop in downtown. The future of Marshall Field's is unclear.</p> <p>Factors affecting downtown in the coming decade are development of additional residential units and their absorption, as well as the strength of the office market, particularly for state offices. Currently, downtown has the greatest share of office space in the East Metro, compared to other cities. Policies and strategic planning are needed to solidify downtown's position in the office market if that is to continue, as the next level of growth in the suburbs of the East Metro will likely be offices.</p> <p>Will state offices want to relocate to downtown or its periphery? What will be the policy of existing/future state administrations on office location? (Most state office buildings in Lafayette Park are leased; at one point they were on short term leases. Revenue used to be located on the West Side and Agriculture recently vacated offices on the West Side.)</p>
<b>Riverfront development</b>	<i>objective</i>	Planning and development projects completed during the last decade include: West Side Flats Master Plan and TN3 zoning; Upper Landing residential development; Upper Landing Park; the Science Museum; reconstruction of Shepard Road and Warner Road with its adjacent linear park and trail.	<p>Chestnut Plaza and adaptive reuse of the head house are planned for 2007.</p> <p>The proposed Bridges project, if developed, likely will initiate a discussion of the definition and role of downtown, as well as an examination of its impact on the northern side of the river.</p>
<b>State Capitol connections</b>	<i>objective</i>	A precinct plan for Fitzgerald Park has been adopted.	Attention to the future of the Sears block, East Frogtown and Capitol Heights is anticipated. While all are in the Capitol Area, none is integrated into the state government campus. There are community planning efforts underway in Capitol Heights and East Frogtown, and the Rice Street station of the Central Corridor is within the Capitol Area. Redevelopment in the Central Corridor likely will force a discussion of potential changes that will occur in these areas.

Themes	Existing Chapter	1990s and Early 2000s	Likely in Next Decade
<b>Sites for housing and new urban villages</b>	<i>objective</i>	<p>Residential development is completed, underway or in the planning stages for the Northwest Quadrant, the South Wabasha bridgehead, the Upper Landing the Lower Landing and the Esplanade (the proposed Bridges project).</p> <p>Planning was done for the following urban villages: Harriet Island; District del Sol smart growth project sponsored by the Metropolitan Council; 7 Corners Gateway; and, the Stryker-George area on the West Side.</p>	<p>This will continue, particularly when the condominium market regains its strength. It is currently unclear when that will happen and how strong the market will be.</p>
<b>Neighborhood connections</b>	<i>objective</i>	<p>A plan for the National Great River Park has been drafted; it includes connections between the Mississippi River and urban villages in Saint Paul that, in some cases, go through downtown.</p> <p>Lower Phalen Creek will connect to the Trout Brook Greenway.</p>	<p>Implementation of both is anticipated.</p>
<b>Neighborhoods as Urban Villages</b>	<i>strategy</i>	<p>New urbanism principles comprise the core of the urban village concept, which has been used, with a range of success, in the design of residential and commercial projects around the city.</p>	<p>This concept continues to be valid, particularly as high energy costs make urban residential and workplace environments more attractive.</p>
<b>Mixed land uses/mixed use development</b>	<i>objective</i>	<p>A mix of land uses, within a building and within a neighborhood, was used in the following plans: SunRay-Suburban; Loeb Lake; Fitzgerald Park; TOD areas along University at Dale, Snelling/Lexington; Franklin-Emerald; the Shepard-Davern gateway area; Koch Mobil (Victoria Park); the ADM site at Randolph and West 7th; implementation of Phalen Village SAP; East/7th Arcade node of the Northeast Corridor.</p>	<p>Will expand to additional neighborhoods, particularly as rising energy prices make living in urban areas close to goods and services more attractive.</p> <p>Key to implementation of existing plans and acceptance of the concept in future plans is restoration of transit service and expansion, particularly of high quality transit service, to capture people who now rely on automobiles.</p> <p>Retail is deteriorating in some neighborhoods; the prevailing wisdom is that there is an oversupply of commercial zoning, encouraging businesses to open in neighborhoods where there is insufficient income to support them. Arguably, to be successful, retail uses may be increasingly oriented to the neighborhood or community, rather than to the city or region; this may shape the amount of commercial zoning in specified neighborhoods. The implications of the Buxton study, which assumes that destination businesses appealing to key demographic groups, will attract customers from a wide market, may shape the discussion of assumptions regarding the amount of commercial zoning that is needed to serve residents and the workplace. The amount of commercial zoning will be studied in connection with identifying new neighborhoods for mixed-use development; commercial zoning may need to be coordinated with residential densities and the level of bus service, which could result in recommendations to collapse the size of commercial zones in different parts of the city.</p> <p>If Saint Paul urban villages adhere closely to a model, it may be prudent to focus efforts on assuring that each commercial core has certain specific uses, such as a grocery store.</p>

Themes	Existing Chapter	1990s and Early 2000s	Likely in Next Decade
<b>Range of housing types and values/market for new housing</b>	<i>objective</i>	Housing developed under the Housing 5000 program included all types, ranging from single-family houses to larger rental and ownership complexes. New housing was located throughout the city. All housing met the City's policy on affordability.	<p>To meet the Metropolitan Council targets for population and households will necessitate identifying parcels in the city that are available and/or conducive to redevelopment as housing. Identification of new housing sites should be done in coordination with the district councils and the CDC's.</p> <p>Identification of housing sites will occur in conjunction with discussions of densities in individual neighborhoods. The broader objective of these discussions will be the ability of the city to continue to have a vibrant, self-sustaining residential community in the region.</p> <p>Close attention will be paid to emerging demographic figures and how that will affect housing development, including how policies and potential revisions to the zoning code can shape new housing development.</p> <p>The current Land Use plan states that every neighborhood find "a self-sustaining niche in the real estate market." This will be explored, particularly in collaboration with the Housing task force.</p>
<b>Coordinated land use and transportation</b>	<i>objective</i>	TOD plans were prepared for three nodes on University Avenue, at Snelling/Lexington and Dale. The Fort Road and Northeast Corridor plans include TOD plans for key nodes. New housing in the Shepard-Davern area exemplifies the type of development that can be coordinated well with transportation.	Will continue. Higher density housing, mixed commercial uses and employment centers will be critical to discussions about coordinating land use and transportation successfully. Restoration of transit service is closely linked to development of higher density uses.
<b>Neighborhood business parking</b>	<i>objective</i>	A study of the utilization of surface parking lots at the Snelling-University shopping area done approximately five years ago indicated that, even during the holiday season, the lots were never full. District 16 has been working on a study of parking on Grand Avenue, roughly between Ayd Mill Road and Dale Street.	There is recognition that an assessment of true parking needs is needed. Such a study anticipates a revision of code requirements. Among the issues the study will consider are the level of transit service and the design of buildings and sites in relationship to the street.
<b>Institutions and major employers in neighborhoods</b>	<i>objective</i>	Two major employers with locations in Saint Paul experienced significant changes within the last decade. 3M ceased major manufacturing at its East Side facility, although its engineering force continues to be housed there. The Ford Plant will shut down in 2008; in anticipation of that, the second shift will cease later in 2006. Although Northwest Airlines does not have a site in Saint Paul, its bankruptcy affects businesses located in the city, as well as residents.	Will continue to be a critical dynamic in neighborhoods where large institutions exist, particularly universities.

Themes	Existing Chapter	1990s and Early 2000s	Likely in Next Decade
<b>Heritage preservation</b>	<i>objective</i>	<p>St. Paul Historic Resources Survey, 1975-2000 was a three part process designed to assist the Heritage Preservation Commission with future planning and designation activities. First, a database of all previously inventoried properties was compiled from information located at the State Historic Preservation Office. Then, the properties were placed, if applicable, into one of six completed context studies (listed below) and analyzed for further research and designation studies. Lastly, two historic district designation studies and thirteen individual nominations were prepared. The City Council did designate one of the two historic districts, the University-Raymond Commercial Historic District.</p> <p>The context studies included:</p> <ul style="list-style-type: none"> <li>• Pioneer Houses: 1854-1880</li> <li>• Transportation Corridors: 1857-1950</li> <li>• Neighborhood Commercial Centers: 1874-1960</li> <li>• Churches, Synagogues, and Religious Buildings: 1849-1950</li> <li>• Residential Real Estate Development: 1880-1950</li> <li>• Downtown St. Paul: 1849-1975</li> </ul>	<p>Heritage preservation staff is proposing that a Preservation Plan be prepared and be included in the Comprehensive Plan update.</p> <p>Heritage preservation will continue to receive strong emphasis in specific neighborhoods, notably Summit Hill and Dayton's Bluff.</p>
<b>Corridors for growth/corridor planning and redevelopment</b>	<i>strategy</i>	Corridors are a pivotal component of the land use plan, in that they are the location of employment centers and other commerce, sustaining residents and providing links with the rest of the region and beyond.	The concept will continue to be valid, particularly with changes in the local and global economies in the last decade. Even though many projects have been built in these industrial corridors, not all land has been redeveloped.
<b>River corridor</b>	<i>objective</i>	<p>Harriet Island and District del Sol plans adopted.</p> <p>Restoration of Harriet Island park and facilities and construction of a stage on Raspberry Island were completed.</p>	Housing proposed for the Esplanade area (the Bridges project) and the Bridgehead area on Wabasha.
<b>University Avenue corridor</b>		<p>TOD plans were prepared for the University Avenue nodes at Snelling, Dale and Lexington.</p> <p>The City Council designated an historic district, the University-Raymond Commercial Historic District.</p>	<p>Construction of LRT between downtown Minneapolis and downtown Saint Paul, through the Capitol area, will be the major focus during the next decade.</p> <p>In anticipation of LRT construction, a corridor development strategy is being prepared. Two task forces, one for the stretch between Minneapolis and Rice and the other through the Capitol Area and downtown, are preparing the development strategy. Construction of LRT will likely trigger significant redevelopment along University Avenue and in the corridor.</p>
<b>Phalen Corridor</b>		<p>Construction of Phalen Boulevard was completed.</p> <p>Major employment centers, with new light industry and offices, have been developed at Williams Hills and Westminster Junction. Metro Transit's bus barn, adjacent to Williams Hill, was constructed in the last decade.</p>	Attention will focus on the Phalen/Atlantic area, including redevelopment of the Globe site and development of the Griffin site.

Themes	Existing Chapter	1990s and Early 2000s	Likely in Next Decade
<b>West Seventh Street (Riverview) Corridor</b>		<p>A TOD plan for major nodes in the Riverview corridor was prepared. The Fort Road section runs between Shepard-Davern and downtown Saint Paul. Riverview was expanded to include the Northeast corridor, extending between downtown and Hillcrest along East 7th Street and through Phalen Village.</p> <p>Crosby Lake industrial park is completed. Upper Landing, Shepard-Davern and Victoria Park (Koch-Mobil) residential projects are under development. Development is proposed for Island Station. A concept for development of the Randolph node has been prepared. All of these sites are vacant, or nearly vacant, industrial sites; at the Randolph node, the Schmidt Brewery is vacant but ADM still is still operating.</p>	<p>Implementation of TOD plans will foster revitalization in some areas where redevelopment has not occurred in many years and, consequently, the land is underutilized and buildings are not sufficiently functional for most contemporary business uses.</p> <p>Designation of the Schmidt Brewery site as an historic district is the objective of a moratorium on new development adopted by the City Council; the moratorium expires in March 2007. The City's historic preservation staff is preparing the proposed designation.</p>
<b>Great Northern (Como) Corridor</b>		<p>Great Northern North includes five businesses, with approximately 500 jobs, including Warner's Stellian and Custom Dry Wall.</p> <p>The Dale Street Shops area has been redeveloped with businesses, with approximately 200 jobs.</p>	<p>Public Works continues to investigate the extension of Pierce Butler Route, linking it up with Phalen Boulevard at I-35E. If the extension is completed, additional acreage for light industrial development will be opened up, including 13 acres in the Great Northern South site and potentially 20 acres now owned by the railroad.</p> <p>Commercial redevelopment and enhancements on Dale Street at three additional nodes – Minnehaha, Thomas and University. (The Dale/University node is identified as a LRT station in the Central Corridor.)</p>
<b>Freeway development sites</b>		<p>Development underway or completed at Shepard-Davern, Crosby Lake industrial park and Williams Hill business park.</p>	<p>Public Works anticipates preparing an Environmental Impact Study on a proposed redesign of Shepard Road and I-35E; the redesign will create a direct link between the two streets, taking regional traffic off of West 7th Street.</p>
<b>Neighborhood bus corridors</b>		<p>Housing has been developed, or is under construction, along recognized neighborhood bus corridors, including Phalen Village and Shepard Davern, Koch-Mobil (Victoria Park) and the West Side (the Bridgehead). Some of these sites are also identified as freeway development sites.</p>	<p>Will continue. Identification of developable (underutilized) sites on existing bus routes is necessary. Potential project areas can be used to argue for restoration of funding for the bus system.</p>

<b>Environmental Stewardship</b>	<i>strategy</i>	Land Use plan calls for a balance of three factors – economy, community and environment; the goal is to meet the needs of each without jeopardizing the other two factors.	Will continue, with increasingly intense discussion of “sustainable development” approaches.
<b>Mississippi National River and Recreation Area (MNRRA) Tier II status</b>	<i>objective</i>	<p>Critical area regulations have been drafted and are awaiting review by the Planning Commission.</p> <p>The National Great River Park plan has been drafted.</p>	Adoption and implementation of both are likely. Unknown if the critical area regulations proposed by the task force will be revised at the Commission and/or Council level.
<b>Topographic features and sensitive resources</b>	<i>objective</i>	<p>The Trout Brook Greenway plan was adopted; it provides for a trail that connects to McCarrons lake on the north to Lower Phalen Creek site and the Bruce Vento trail on the south and daylights Trout Brook Creek.</p> <p>The National Great River Park plan has been drafted; it includes a trail system connecting urban villages in the city with the Mississippi River.</p>	Will continue.
<b>Water quality: Drainage basins, site planning and individual action</b>	<i>objective</i>	<p>The City’s stormwater management plan has been adopted.</p> <p>Two watershed districts with jurisdiction over large portions of land within the city have proposed regulations.</p>	See pp. on Water chapter issues.
<b>Soil cleanup and brownfield reclamation</b>	<i>objective</i>	Cleanup of brownfields continued, enabling the development of light industrial and commercial business centers; brownfield sites are in the Great Northern Corridor and the Phalen Corridor.	Will continue. More polluted lands that are likely candidates for redevelopment as job centers will be identified.
<b>Airports and airport noise</b>	<i>objective</i>	Approval of a floodwall for Holman Field will address periodic flooding of the airport.	<p>Zoning in the approach paths to MSP Airport, affecting principally Highland Park, will be addressed.</p> <p>There will continue to be discussion about St. Paul Downtown Airport, both its use as an airport and its relationship to the river corridor.</p>
<b>Design</b>	<i>goal</i>	<p>CPTED is a recognized component of site plan review.</p> <p>Design guidelines were included in the zoning code as part of the TN district.</p>	Will continue.



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**Zoning***program*

Revision and reorganization of the zoning code.

Drafting provisions for a TN4 district.

Adoption of the TN district; approval of TN zoning on land for large residential projects, such as Victoria Park, and at nodes on the Fort Road and Northwest Corridor.

Revision of code requirements for parking. There is a concern that the code permits more parking than is necessary for the uses.

Adoption of the IR (Light Industrial Restricted) zone, incorporating uses appropriate for contemporary business and industrial parks and relevant TN design guidelines.

Analysis and discussion of uses that have come under scrutiny in the last decade:

- auto related uses; location of gas stations and auto body shops
- industrial/job centers
- big box retail
- locations where the B3 zone is appropriate

Amount of commercial zoning for retail uses; there are concerns that too much land in the city is zoned for retail uses.

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*One of the main challenges is to better cluster new and higher density development along major corridors.*

### The Existing Transportation Chapter

The current Transportation chapter includes three strategies:

- **Travel and system management.** This strategy is to ensure that Saint Paul's transportation system works technically, with better balance between travel demand and street capacity, so that Saint Paul citizens may enjoy reasonable mobility, access and safety.
- **Neighborhood quality and economic development.** This strategy is to ensure that Saint Paul's transportation system works for the community; that it is integral, not intrusive; and that it protects and enhances neighborhoods and supports economic development.
- **Travel mode choice.** This strategy is to ensure that Saint Paul's transportation system works for individuals, so that different modes of travel comfortably co-exist and individual modes of choice are well-accommodated.

### Issues and Trends

The issues and trends likely to impact transportation in Saint Paul during the coming decade are:

- **Growth in the City's transportation system capacity will be primarily through transit improvements.** Although the City may be able to add links to the street network, increased accessibility will be increasingly through regular-route bus service, LRT development along University Avenue, enhanced bicycle routes, and carpools.
- **Link land development and transportation investments.** One of the main challenges is to better cluster new and

higher density development along major corridors. The transit system in particular, can adjust to the growing demands of such corridors. In addition, there may be street links that can divert through traffic off of local streets and/or give relief to overtaxed parts of our existing system.

- **Growth of non-motorized methods of transportation.** There are a variety of reasons for promoting non-motorized methods including: improved air quality; greater responsiveness to the growing costs of fossil fuels; slowing the growth in congestion; and promoting public health. Although we have some strategies in promoting bicycle use, we need to do a lot more to promote walking.
- **Completion of links within the roadway system.** Although there are not many links we can make, there is a handful that could significantly improve spot congestion and help create access to underdeveloped lands.
- **Reconstruction of infrastructure to ensure public safety.** The projects listed below deal with pedestrian and motorist safety. There will likely be others that surface during the Comprehensive Plan process, these are ones we are aware of and proceeding to implement.
- **Land use restrictions under flight paths.** In 2004, the City Council passed a resolution outlining necessary height and land use restrictions under the cross-wind runway at MSP. The provisions have very minor impacts for Saint Paul. The City also needs to do such planning for the runways at Holman Field.

Themes	Existing Chapter	1990s and Early 2000s	Likely in Next Decade
1. Growth in Capacity thru Transit		Support to selected projects of Metro Transit is about all the City could do	Passage of MVST to support ongoing operations of Metro Transit, plus full implementation of Sectors 2 and 5 Plans
		Work on Central Corridor LRT, along with work on Rush Line and Red Rock Corridors	The next 2 years are critical for Central Corridor, requiring lots of support from City Staff and some financial contributions. Again, if MVST passes, chances of LRT development are excellent within the next decade
2. Link of Land Development and Transportation Services	<i>Land Use and TPP</i>	City did a series of corridor studies and station area plans. Phalen Corridor Initiative strongly linked Phalen Blvd to commercial and housing redevelopment. RiverView Corridor had more modest impacts, but the 19 station plans are significant. Central Corridor saw 4 station area plans developed.	Central Corridor is THE essential corridor, where the City is projecting a large share of the City's overall growth in housing and jobs. Major growth in the West Midway will be done in coordination with LRT. In addition, the TPP need to push higher densities along all the City's primary transit streets. New corridor for consideration is South Robert Street.
3. Growth of Non-Motorized Methods of Transportation	<i>TPP</i>	City did a few things to support bicycles by adding significant links in the regional system. Some of the new developments took on characteristics of New Urbanism.	Begin shifting emphasis to walkable development along primary transit streets (See Riverview Corridor Plan) as a high priority. Adopt a more comprehensive bicycle trail system, with implementation strategies
4. Completion of Links within the Roadway System		There were gaps in the street system defined in the last TPP. Initial work done on Shepard & I-35E interchange and Pierce Butler to I-35E.	Recognition of gaps of streets in the northwest quadrant of the City is becoming increasingly apparent
5. Reconstruction of Infrastructure to Ensure Public Safety		Always a top priority for the City, County and MnDOT. Many safety issues have been resolved and new ones have emerged.	Bridge reconstruction, intersection improvements to aid pedestrian and vehicular flows are always on the list of improvements. The Plan should also consider Photo-Cop
6. Land Use restrictions under flight paths		The MSP Joint Airport Zoning Board developed a model ordinance to be adopted by surrounding communities. The indemnification issue has been resolved.	Adopt the draft rules in Highland Park for MSP. Develop and adopt such rules for the areas under the flight path for Holman Field.

## **A. Capital Investment Strategy**

1. Growth in Capacity Through Transit
  - Central Corridor LRT
  - Snelling-University Capacity Study
  - Regular route bus improvements and funding (e.g. MVST)
  - Union Depot redevelopment as multi-modal transit hub
  - Rush Line Commuter Improvements
  - Red Rock Commuter Rail development
  - Trolley Feasibility Study
2. Link of Land Development and Transportation Services
  - Central Corridor LRT
  - Kittson Extension
  - Union Depot redevelopment as multi-modal transit hub
  - Possible Robert St plan
3. Growth of Non-Motorized Methods of Transportation
  - Central Corridor Station Area Plans
  - Ayd Mill Off-Street Bike/Walk Trail
  - Payne Avenue Streetscape
  - Rice St Streetscape
  - Selby Ave Streetscape
  - Dale St Streetscape
  - Midtown Greenway Bike Trail Extension to Ayd Mill Rd Trail
  - Lexington Pkwy Bike Connection
  - Green Staircase (aka Channel St Stairs) reconstruction
  - Great River Parks connections to neighborhoods and transit lines
  - Consideration of disability accessibility
  - Support for the Downtown and Midway TMOs
4. Completion of Links within the Roadway System
  - Pierce Butler Route from Grotto east to I-35E
  - Northwest Quadrant Traffic Study
  - Reconstruction of I-35E from Downtown to South of Maryland
  - Ayd Mill Road Connection
  - Shepard & I-35E Connection EIS
  - Kittson Extension
5. Reconstruction of Infrastructure to Ensure Public Safety
  - Dale St Bridge over I-94
  - Signal Reconstruction at Snelling & I-94
  - Lafayette Bridge Reconstruction
  - Reconstruction of I-35E from Downtown to South of Maryland
  - Dodd Rd & Stryker Intersection Improvements
  - Green Staircase (aka Channel St Stairs) reconstruction
  - Intersection Improvements with Maryland @ Rice, Arkwright, Payne/Edgerton & Clairance/Prosperity
  - Intersection Improvements with White Bear @ Maryland, Minnehaha, Seventh and Old Hudson Rd
  - Warner Road Bridge Reconstruction
  - Photo Cop Enforcement
6. Land Use restrictions under flight paths
  - Adopt Land Use & Height regulations for MSP in Highland Park
  - Develop and adopt Land Use & Height regulations around Holman Field

## **B. Additional Metro Council Requirements**

1. Revise Projections for housing, population and jobs by Transportation Assignment Zones (smaller than census tracts)
2. Functional Classification Map update
3. Bicycle & Pedestrian Map major update
4. Transit Map update
5. Freeway Transitways Map development (perhaps?)
6. People and freight access into, out of and within downtown
7. Policy requiring notification to FAA of potential interference/obstructions
8. Roadway improvement map
9. "Access Management" guidelines
10. A Park & Ride policy
11. Considerations of Heliports

## Key Issues in Comprehensive Plan 2008: Housing

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### The Existing Housing Chapter

The current Housing chapter includes three key strategies focused on housing within the city:

- **Meet new market demand.** Housing units for smaller households, such as condos and townhomes, have become more common.
- **Take care of what we have.** Code enforcement and rehab programs were identified as important in curbing the deterioration of the City's aging housing stock.
- **Ensure availability of affordable housing.** Rental housing has remained affordable to most since 1999, but homeownership has become dramatically more unattainable to many.

### Issues and Trends

The issues and trends likely to impact housing in Saint Paul during the coming decade are:

#### Significant Issues:

- Housing near transit lines and in downtown will continue, including redevelopment and new construction. Downtown and the riverfront have seen a revived interest in housing and related amenities. This trend is likely to continue, with smaller (single persons and couples without children) and downsized households (empty nesters) taking advantage of the benefits of downtown living. More housing development is expected along major transit lines and near jobs, particularly the Central Corridor. Neighborhood commercial corridors may see small-

to mid-scale redevelopment of mixed use developments, apartments and condos.

- The existing housing stock needs maintenance and improvement. Most of Saint Paul's housing stock is older and will need significant investment, both for owner-occupied and rental housing. It has become more important to take care of what we have, given the growing scarcity of land in the city.

#### Significant Trends:

- Demographic changes. Major trends include: a large number of baby-boomers are becoming empty-nesters; immigrant families need housing with more bedrooms; a relatively large number of young people (echo-boomers) enter the housing market.
- Emerging markets. Minnesota is becoming more diverse in terms of race/ethnic background, family composition, and lifestyle.
- Decreasing affordability of homeownership. Housing has become increasingly unaffordable for first-time home buyers. Homeowners with adjustable rate mortgages also face higher payments as interest rates go up.
- Sustainability. New buildings are being constructed that are more energy-efficient, use less natural resources, and create less waste.

*It has become more important to take care of what we have, given the growing scarcity of land in the city.*

Themes	1990s and Early 2000s	Likely in Next Decade	Met Council Requirement
<b>More People</b>			
<b>*New market demand</b>	Housing units for smaller households, such as condos and townhomes, have become more common. Production enjoyed a boost from the Housing 5000 Program.	New market demand will continue to be important as more baby boomers reach retirement age. More than 210,000 more households over age 55 projected by 2010. Rental housing production is also important as the entry cost of homeownership increases.	Assessment of housing needs (use Met Council guidelines)
<b>Young households</b>	"Echo-boom" effect	Likely to continue. However, this trend is counteracted by the high entry cost into homeownership, resulting in more college graduates living with parents than before. More discussion is needed in this area.	
<b>New immigrant families</b>	Grown significantly due to government policy, wars, family networks, and a generally good welfare system in MN.	Still strong. More immigrant families are likely to move in to St. Paul due to the presence of well-established immigrant communities. It is difficult to predict if more new immigrants will come from outside the United States, but more immigrants are likely to continue to move to Minnesota from other parts of the United States as a second stop of settlement.	
<b>Undocumented immigrants</b>	The PEW Hispanic Center estimates that the unauthorized migrant population was 75,000 to 100,000 in Minnesota in 2005. The US total is estimated at about 11 million. Unauthorized migrants from Mexico and the rest of Latin America represented 78% of the unauthorized population in 2005.	Likely to continue.	
<b>Senior Housing</b>	The city has not provided enough life-cycle housing for seniors. Anecdotally we have heard older residents say that there are few options of assisted living and semi-independent arrangements for them in the city besides public housing.	The 55-64 age group is expected to increase by nearly 50%. However, these people are likely to remain active and many may resist the idea of "senior" housing.	
<b>Economic Disparity</b>			
Themes	1990s and Early 2000s	Likely in Next Decade	Met Council Requirement
<b>*Affordable housing</b>	Rental housing affordability has remained stable since about 1999, but homeownership affordability has reduced drastically.	Affordable housing will remain important. Several submarkets, including immigrants, young households, homeless people, seniors, people needing supportive services, all contribute to this need. The affordable housing stock is also threatened by the expiration of the low-income housing tax credits and diminishing federal and state resources. Mixed-income housing may become one of the most important ways to provide affordable housing.	Assessment of housing needs (use Met Council guidelines)
<b>Emerging markets/ Minority housing needs</b>	Discrimination continues in many housing sectors. However, minority homeownership has increased among certain groups	The government and non-profit organizations have developed efforts to combat discrimination, but the trend continues.	



Themes	1990s and Early 2000s	Likely in Next Decade	Met Council Requirement
<b>Homeless housing</b>	Great shortage. Many families in or on the brink of crisis.	Will continue to be serious in inner cities. Likely see more partnerships with service providers and schools. Comprehensive approach needed. State's initiative asks St. Paul to provide 600 units.	
<b>Public housing</b>	St. Paul has one of the best public housing programs in the City. However, funding cuts have hurt PHA's ability to provide more units and vouchers.	Long waiting list for both PH and Sec 8. Number of vouchers cut or rent too low to find reasonable accommodation in market. Will continue to provide safe and stable housing for many families and individuals.	

## All Incomes/All Neighborhoods

Themes	1990s and Early 2000s	Likely in Next Decade	Met Council Requirement
<b>*Existing Housing Stock</b>	Code enforcement and rehab programs played an important role in curbing deterioration in the city's aging housing stock	Maintaining the existing housing stock continues to be very important, especially in neighborhoods where reinvestment is lacking, and where rental properties are prevalent. However, some units may not be worth saving due to health and safety risks they pose (mold, lead paint, foundation problems, etc.) and the lack of energy efficiency. Even rehabbed older houses have high energy costs. The lots could be used for new contraction homes.	Assessment of existing inventory (use Met Council guidelines)
<b>Density</b>	There have been some new development of mixed use/multifamily housing	City will encourage more density in specific areas to increase the tax base and meet new housing needs. There may be resistance from existing residents.	
<b>Rental vacancy</b>	Very low in the late 1990s and early 2000s.	Rental vacancy is now at what is considered normal and is projected to continue at least in the next couple of years.	
<b>Property values</b>	Falling or stagnant in the early/mid 1990s. However, values increased significantly from late 1990s to mid 2000s.	With a more stable stock market and employment forecasts, property values are projected to appreciate steadily (3-5% a year)	
<b>Housing near transit and commercial corridors</b>	Identified in the Land Use plan and beginning to emerge as a major trend	Increasingly important, particularly along Central Corridor but also common along other corridors such as Arcade, Payne, Selby, Rice, Snelling, etc. However, they do not work for families.	
<b>Downtown housing</b>	More rental, lower income	Increasingly attractive, particularly on the waterfront and as services increase downtown Continue. Rising gas prices and congestion likely worsen the situation.	Consider regional projections
<b>Job/housing balance</b>	Growing imbalance due to the dispersal/relocation of entry-level jobs to the suburbs while affordable housing primarily concentrates in inner cities	Will take efforts by both public and private entities to stabilize.	Consider regional projections

Themes	1990s and Early 2000s	Likely in Next Decade	Met Council Requirement
Homeownership	Significant decline in several lower-income neighborhoods in the last 20 years. The housing boom in the early 2000's slowed the decline. However, with interest rates now climbing, foreclosure rates are rapidly increasing, particularly in lower-income neighborhoods.	Will take efforts by both public and private entities to stabilize.	
<b>Design</b>			
*Return to Traditional Neighborhood Design	Emerging in downtown and redevelopment of large former industrial sites.	Becoming more common as TN is more widely used throughout the city, either in existing or newly created neighborhoods. In infill housing, more design guidelines are needed to make sure new construction is consistent with the character of the surrounding neighborhood.	
Sustainable development	Starting to take shape, but far from fully developed. Developers slow to respond b/c 1. Unknown marketability; 2. Unfamiliar technology.	Highly important due to increased price of energy. Will likely see more use in public buildings, followed by private developments	
Design Guidelines	Zoning code contains a set of single-family design guidelines, but they are not enforced. Also, as land becomes more scarce, development is occurring on 30-foot lots, which the neighborhoods often object.	Will continue to be an issue citywide.	
<b>Partners</b>			
Counseling for Housing	Pre-purchase counseling becomes prevalent, however, there is a lack of post-purchase counseling, contributing to an increase in foreclosures, particularly in poorer neighborhoods	Post-purchase counseling on foreclosure prevention and rehab is needed for lower-income homeowners. Supportive services are also needed for renters on financing and increasing their earning potential.	

## Key Issues in Comprehensive Plan 2008: Parks and Recreation

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### The Existing Parks and Recreation Chapter

The current Parks and Recreation chapter proposes three strategies to guide the future development, operations and maintenance of the Saint Paul parks and recreation system:

- **Shaping city character.** Parks, parkways and natural and historic features lend form, character and identity to the city and its neighborhoods. They provide a strong framework for maintaining and improving every citizen's quality of life.
- **Building community.** Parks and recreation facilities function as neighborhood focal points, the center of community activity and life. In order to maintain and strengthen this role, facilities must be safe, accessible and responsive to community needs, and they must provide opportunities to bring people together, foster community involvement and build a community support system.
- **Innovative focusing of resources.** The ability to continue to deliver high-quality park and recreation services depends on our ability to use City resources in an efficient, effective and innovative manner. Clear priorities must be set, while maintaining flexibility to meet new demands. Existing resources must be used to their full potential, while new and alternative ways of doing things must be explored.

These overarching themes will continue to be valid during the next 10-20 years, the horizon of *Comprehensive Plan 2008*. The challenge of the Parks and Recreation chapter is determining how current policies should be revised to address what has already occurred since the last chapter was prepared and what we anticipate occurring in the next decade. All three levels of the parks and recreation system - the facilities themselves, the city as a whole, and the region—are experiencing changes in physical condition, demographic diversity and financial stability; these changes will have major implications for how well the system meets the demands placed upon it over the next 10-20 years.

### Issues and Trends

Four broad issues and trends will impact the quality, character and functioning of the parks and recreation system during the next 10-20 years:

- **Increasing demand.** With Saint Paul's population growing in number and diversity, the demands being placed on the parks and recreation system will increase, in terms of the sheer number of facilities, the diversity of desired park and recreation experiences, and the role of the system in enhancing the quality of life in Saint Paul's neighborhoods.

*Existing resources must be used to their full potential, while new and alternative ways of doing things must be explored.*

- **Decreasing resources.** Financial and land resources to support, enlarge, diversify and maintain the parks system are dwindling. Funding to support construction, operations and maintenance has been woefully inadequate for years and will continue to be a major challenge in the future as City budgets struggle. Land for parks and recreation is an increasingly scarce resource in Saint Paul, and in some neighborhoods is simply non-existent. With every year that passes, there are more demands placed on the system and less space and dollars to meet them.
- **Sustainability.** The increased emphasis on “living green” in all aspects of our lives will impact the parks system. From natural stormwater management to protection and restoration of native habitats, the link

between open space and the city’s precious natural resources will become more important in defining Saint Paul’s quality of life.

- **Active/healthy living.** While parks and recreation facilities have historically been thought of as separate from and in addition to one’s daily activities, they are increasingly being seen as a fundamental part of a more active, healthy lifestyle. This broadening of expectations will impact how parks facilities are designed and where they are located, but it will also spill over into how we design our neighborhoods and live our daily lives.

#### *Notes About the Parks and Recreation Chart*

The chart works off of the strategies, goals and assumptions in the existing chapter, and notes what influence recent and anticipated trends will have on how we prepare our Comprehensive Plan 2008 policies to guide us for the next 10-20 years. In addition, some new themes are explored that were either barely mentioned or altogether absent in the existing chapter.



Themes	Existing Chapter	1990s and Early 2000s	Likely in Next Decade	Met Council Requirement
Shaping city character	Strategy	Parks, parkways, etc. still expected to lend form, character, identity to enhance city and neighborhoods. Significant investments made in local and regional parks system.	This is a basic Saint Paul value and one that is likely to persist long into the future, as long as we are a "City of Neighborhoods." Parks will be seen even more as an indicator of quality of life and as a key factor in creating a sense of place.	
Building community	Strategy	<i>Neighborhoods in Transition</i> program in place for part of decade. Parks/rec facilities did not function as effectively as neighborhood focal points and centers of community activity, mostly due to funding cutbacks.	With Mayor Coleman's emphasis on the "second shift," pressure will be increased on parks/rec centers. Social service function of parks likely to be expanded.	
Innovative focusing of resources	Strategy	Stretching existing resources, finding new ones and building partnerships was a consistent goal/ priority.	This will become even more important. In 2006, funding is "in crisis." Adoption of a parkland dedication ordinance may take some of the pressure off traditional funding sources. As the inventory of parks facilities gets larger, maintenance requirements will grow. The need to invest in and maintain technology infrastructure will have a pronounced impact on services and operating efficiencies.	
Responsive park and recreation services	Goal	<i>Neighborhoods in Transition</i> program in place for part of decade. Significant investments made in local and regional parks system.	Flexibility will continue to be critical, especially as the parks/rec system is asked to do more than deliver the traditional set of services. The definition of "services" is likely to expand into areas of social and environmental sustainability. Public involvement in program evaluation and decision-making is likely to increase, even beyond Mayor Coleman's emphasis on community participation. Increasing emphasis on active/healthy living.	
Safe, attractive, accessible facilities	Goal	No change in expectation. Significant investments made in local and regional parks system.	Just as important, perhaps more so, given the increased demands that will be placed on them. Growth in downtown population will especially challenge the system, since the need for active recreational space will only increase with more people and (hopefully) families moving downtown. This will also be the case in other neighborhoods where high-density infill development occurs. Finding new space for passive recreation will see some of the same challenges. Funding for maintenance and operations is a huge issue. Citizens will have increasingly higher expectations for the parks system, especially for special features such as Como Park Zoo and Conservatory, water parks and eco-tourism.	
Parks that enhance neighborhood stability, cohesiveness	Goal	<i>Neighborhoods in Transition</i> program in place for part of decade, but some slippage due to funding cutbacks in late 1990s. Significant investments made in local and regional parks system.	Likely to become more important with Second Shift program, overall challenges to community security, pride, etc. Social service function of parks likely to be expanded (i.e. rec centers seen as stabilizing influence in neighborhoods under stress).	
Balanced park development	Goal	No change in expectation to balance park development with protection of open space, natural resources. Feedback from the Great River Park workshops suggests some preference for resource protection over development of active recreational space.	Likely to become more important, given increased emphasis on sustainability. The unique characteristics of urban development in sensitive environmental areas (e.g. along the Mississippi) put more pressure on us to meet recreation needs in an environmentally-responsible manner.	

Themes	Existing Chapter	1990s and Early 2000s	Likely in Next Decade	Met Council Requirement
Increasingly diverse population, needs, demands	<i>Assumption</i>	Probably biggest change over the last 15 years – a significant broadening of the traditional scope of recreation due to demographic changes. Significant investments made in local and regional parks system.	One of our biggest challenges for the next decade. Will continue to greatly impact the parks system and the services we provide. New immigrants may require adjustments in park and recreation offerings – in both the type and sheer number of facilities. Projected increase in downtown population, a general increase in immigrant populations in certain neighborhoods and an increase in population in those neighborhoods undergoing high-density infill development will significantly impact demands on the system. Encouragement of increased densities in other Comp Plan chapters will affect parks system. With more diversity in people served, and more emphasis on community participation in the Coleman Administration (and beyond, presumably), public involvement in program offerings, evaluation and decision-making is likely to increase. Social service function of parks likely to be expanded. Signage, emergency messages, etc. more challenging with more languages being spoken by visitors.	
Higher expectations of public service	<i>Assumption</i>	Increased focus on environmental sustainability has created higher expectations throughout the system; “best practices” require new strategies and resources. More interest by citizens in being more involved in project details has added cost and time.	Increasingly important, given increased demands from more diverse population and Second Shift program. Social service function of parks likely to be expanded. Citizens likely to continue to want to be involved in project details. Higher standards for aesthetics and size are likely to continue– e.g. new Wellstone Center and Jimmy Lee facilities are much different than centers built in the 1990s. If standards not met, business will go to competitors (e.g. Como Zoo/MN Zoo).	
Limited physical expansion of system	<i>Assumption</i>	Even more relevant today, given more restricted land supply and greater demands. Fully-developed and over-programmed athletic facilities present on-going challenges to establishing specialized facilities for baseball, soccer, lacrosse, etc.	An ever-greater challenge with every year that passes – more demand on the system, less space to meet it. This is particularly the case in downtown, where the cost of land is typically prohibitive for parks purposes, and there simply is not enough space to truly meet the parks demands of a larger and more diverse downtown population. As downtown becomes more like every other neighborhood (in terms of population diversity, etc.), it will be expected to have a similar level of parks infrastructure. City-wide maintenance of existing facilities will become more critical as expansion of the system is limited. With less land to build on, new and more complex facilities will have to go vertical, posing challenges for management, cost containment and maintenance.	
Budget limitations, potential reductions, shift in revenue sources	<i>Assumption</i>	An increasing issue over the last 15 years, esp. with no tax increases for last 12 years.	Must increasingly look beyond the City to partners, developers, users, etc. to fund the acquisition, construction, maintenance and operation of new park space. However, non-profit organizations will be increasingly under stress themselves, and increased reliance on fees for operating budgets will become much more difficult for families with fewer discretionary dollars. May result in disproportionate program offerings and participation if services based on ability to pay. Extensive and creative use of volunteers likely to be more important.	
National Great River Park: more urban, more natural and more connected	<i>Good foundation in existing chapter(s).</i>	Improvements in river water quality, new urban development along the Mississippi River, overall increased importance of “Saint Paul on the Mississippi.”	More pressure to balance these objectives and continue the energy, focus and success we’ve seen to-date. This approach calls for a somewhat new definition of “park” and “urban,” so that we are both a “city in a park” and a “park within a city.”	



Themes	Existing Chapter	1990s and Early 2000s	Likely in Next Decade
<b>Health, quality of life for an aging population</b>	<i>Refinement of increased diversity of population to be served.</i>	Manageable trend.	Baby boomers turning 60. Desired services and facilities likely to be quite different over next 20-30 years. Increasing emphasis on healthy living and healthy lifestyles, in terms of formal parks facilities, how we design our neighborhoods and how we live our daily lives.
<b>Environmental quality of the city-wide natural system as a whole</b>	<i>Encourages protection, preservation, regeneration of city's natural resources; recommends development of management and protection strategies for endangered species and sensitive habitats; recommend acquisition of land specifically for natural resource protection.</i>	More focused attempts to eliminate invasive species and restore native habitats – e.g. Great River Greening, West Side Bluff Management Plan.	Regional and local inventories will help focus resources. New stormwater management regulations may further constrict land available for parks or may lead to more “shared function” (park and rain garden) facilities, which may increase operation costs if Parks Division responsible for maintenance. Departmental coordination city-wide will be important. An environmentally-sustainable approach to designing, building and maintaining the parks system will be critical in order to responsibly manage increasingly precious natural resources. Retention of the urban forest (e.g. campuses, corridors, boulevards and parks) will be important, and an inventory and replacement plan will be necessary to maintain a healthy urban forest throughout the city.
<b>Aging infrastructure and facilities</b>	<i>Some mention related to funding needs.</i>	Significant investments made in local and regional parks system. However, with every year that maintenance dollars could not keep up with the wear-and-tear the system experienced, infrastructure and facilities have become more out-of-date. We are starting out the next decade behind the curve.	An increasing challenge, given deferred maintenance and new demands. Older facilities may not have adequate facilities to meet new parks and recreation needs or social service demands (e.g. kitchens or basic amenities for child care). We must manage and maintain existing facilities better now, and look at the resources of the entire system to meet increased demand in the future. The question of whether to build new or rehabilitate existing centers will become both a financial and level-of-service issue.

## Key Issues for Comprehensive Plan 2008: Water

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*To a significant extent, improvement of water quality will require small changes by property owners throughout the city.*

### Existing Water Plans

The Water chapter is a new component of the comprehensive plan. The City has two existing water plans.

*The Water Supply Plan* (1996) is incorporated into *Comprehensive Plan 2008* by reference and contains the following:

- Description of the Saint Paul Water supply and treatment system and an evaluation of the system's capacity to meet the future demand for municipal water.
- Emergency planning in case of drought or contamination.
- Opportunities and programs for water conservation.

The *Saint Paul Local Surface Water Management Plan* (2005) is required by state law and rules, but is not part of the comprehensive plan. It addresses the following:

- Minimizing flood risks in the City and downstream.
- Improving water quality in the city's lakes and streams and in the Mississippi River through the use of erosion control Best Management Practices (BMPs) site by site in collaboration with the watershed districts.
- Improving water quality through the use of permanent BMPs that reduce the rate and quantity of stormwater run-off, in collaboration with the watershed districts.
- Managing fish and wildlife habitats and recreational facilities.

### Issues and Trends

Generally, the regulation of water is mandated from the federal and state

levels. These regulations derive from several pieces of legislation and detailed rules. A key challenge for the Water Plan chapter of *Comprehensive Plan 2008* will be to distill and explain the regulatory system in order to facilitate City compliance and to broaden and mobilize citizen engagement in water quality. The various rules call for a labyrinth of water plans at different jurisdictional levels. But public awareness is very important. To a significant extent, improvement of water quality will require small changes by property owners throughout the city. One of the City's goals is to raise environmental awareness and actively to become more "green". This will have major implications throughout the Water chapter.

The Water Resources Management Plan, which is the formal name for the Water chapter used in the Metropolitan Council's literature, has three major parts—municipal water supply, surface water management and the sanitary sewer system. Each part has several issues.

### Water Supply

- **Upper Mississippi source water protection.** A majority of the City's water comes from the river and through the Vadnais chain of lakes. For several years Saint Paul Regional Water Services (SPRWS) has been collaborating with Minneapolis, St. Cloud, the MN Health Dept., and Metropolitan Council to identify pollution risks and solutions in central and northern Minnesota. This needs to be an ongoing program.
- **Vadnais chain of lakes source water protection.** Suburbanization north of

the city has caused more need to protect the lake system that helps to purify. There is also an issue about cost sharing between the SPRWS and watershed districts.

- **Emergency response procedures and increasing well water capacity.** SPRWS is working to have the flexibility to use more well water.
- **Quality of water: lead, taste, odor.** SPRWS works continuously to adjust and correct the quality of the water supply as the source water changes through the seasons and over the years.
- **Other issues:** quantity of supply to meet projected demand, water conservation, capital investment needs for infrastructure plans.

#### Surface Water Management

Almost all of this section is implicitly about the Mississippi River.

- **Intergovernmental roles and collaboration.** Regulations for water are found primarily in state and federal laws and rules. Many agencies are involved.
- **Run-off quantity/rate control.** New watershed rules and permitting are being implemented in October 2006. Coordination between the watershed districts and the City's site plan review process is critically important, or else the multiple regulatory hoops will be a barrier to redevelopment and growth in the city, especially for streets.
- **Lake Pepin as impaired waters.** Under the Clean Water Act, the state will conduct a study and set tougher surface water standards (Total Maxi-

mum Daily Loads or TMDLs) for jurisdictions upstream from Lake Pepin. The City needs to move toward the anticipated TMDLs.

- **Cost effectiveness of BMPs.** As the nation moves toward more regulation of non-point source pollution, there is rapid change in BMPs—innovation, new products, more marketing of them, and research about their effectiveness over time.
- **Water quality in the lakes in the city.** In the last decade a lot of citizen effort has focused on Como and Phalen Lakes, but they still need more work, and similar effort will need to go into the other lakes in the city.
- **Floodplain regulations and management.** Each proposed development that affects the riverbanks or floodplains is controversial. More consensus about development standards and intergovernmental roles, if possible, would be a desirable outcome of this plan.
- **Other issues.** Wetlands regulations and management; thermal pollution; relationship of surface water management to land use density.

#### Sanitary Sewers

- **Inflow and infiltration (I/I).** The groundwater that seeps into the joints of aging sanitary sewers goes to the Pig's Eye plant and adds to sewage treatment costs. Maintenance and replacement of sanitary sewers can reduce I/I, but on the other hand, new stormwater BMPs to infiltrate more stormwater into the ground is likely to increase I/I.

- **Aging sewer infrastructure.**

Although much of the city's storm sewer system has been built in the last 20 years, the sanitary sewers are old. The system needs to be lined or reconstructed or replaced. This will be a large capital budgeting issue for the next decade.

- **Onsite wastewater disposal.** In South Highwood and a few other spots in the city, there are onsite septic systems. They need to be properly regulated so that groundwater will not be contaminated.
- **Other issues:** sanitary sewer capacity to meet higher density redevelopment, intercommunity sewage flows.

Themes	Existing Chapter	1990s and Early 2000s	Likely in Next Decade	Met Council Requirement
<b>1. Water Supply</b>	<i>Water Conservation and Emergency Response Plan adopted 1996 is a long document kept by St. Paul Regional Water Services; Referenced in Comp Plan Summary, GP 4, p.14.</i>	After 9/11, concern about vulnerability of system to deliberate sabotage. Before emergency preparedness was more about accidents or drought.	“Portfolio” approach to water sources, including conservation and gray water recycling.  Possibility that climate change may affect hydrological cycle in Midwest.	The regional Water Resources Management Policy Plan includes a 14-page form that, once completed, meets the water supply requirements.
a. Quantity-meeting projected demand		Supply is excellent, does not seem to be a problem. Diversifying supply by adding well capacity.	Not too big an issue for St. Paul.	Project water demand MPCA’s regional ground-water model.
b. Source water protection		Upper Mississippi Source Water Protection Plan joint project with Mpls and St. Cloud; area of 7,700 sq. mi; sources of point and nonpoint pollution; related to EPA and Clean Water Act. Chain of lakes source water protection. Deep wells monitoring.	More public recognition of the inter-relationships of water supply, surface water management and sewage treatment.  Source water protection will remain a huge issue and will probably receive more federal and state funding.	
c. Quality of water		Water purity/public health standards, e.g., lead pipes. Taste & odor	Taste & odor improvements—a perennial issue.	
d. Water conservation			Will become a bigger issue in the next decade.	Conservation
e. Emergency response procedures			A serious question: potential threats are biological, chemical, political (terrorism).	
f. Capital investment needs/infrastructure				
<b>2. Surface Water management</b>	<i>Comp Plan Summary, GP 3, p. 14. National Pollution Discharge Elimination System (NPDES) Permit. State permit? Saint Paul Local Surface Water Mgmt Plan (Apr ’05)</i>	Nonpoint source pollution NURP ponds Run-off quantity Emergency spill containment	MPCA regs will go to Total Maximum Daily Loads (TMDLs) Also NPDES requirements and Municipal Separate Storm Sewer System (MS4) permit standards (Lots of new regs, seem to be overlapping jurisdictions)	St. Paul’s plan approved by Metro Cncl and Ramsey/Washington, not by Capitol Region as Aug ’06
a. Run-off quantity/rate control	<i>A site plan review requirement</i>	Rate control was necessary to go with sewer separation. Erosion and sediment control/surface water.	Implementation/collaboration on watershed district rules—issues for streets and for higher density development.	
b. Point source pollution		Erosion and sediment control/surface water.		

Themes	Existing Chapter	1990s and Early 2000s	Likely in Next Decade	Met Council Requirement
c. Non-point source pollution			Erosion into surface waters Ground water recharge Thermal pollution.	
d. Floodplain regs & management			Habitat – fish/wildlife Recreational uses.	
e. Wetlands regs & management			Habitat – fish/wildlife Recreational uses.	
f. Lake Pepin: impaired waters			Regs will move to TMDLs that cover MN and upper Miss. Rivers.	
g. Intergov'tal roles		Conflict with watershed districts about regs and costs.	Much greater interaction with MPCA, BSWR, DNR, watershed districts.	
<b>3. Sanitary Sewers</b>	<i>Land Use Plan, Appendix F</i>	Sewer Plan Tier I Requirements		See Water Resources Mgmt Plan, p 81-83 for list.
a. Sanitary sewer capacity		Sewer capacity for household and employment forecasts: (projections show about a 25% reduction in wastewater volume despite growth in pop. and jobs).	Needs to be reviewed in relation to development projects and increasing density, but is not generally a problem. Was a question for the Bridges, where capacity was constrained crossing under the river.	Sewer capacity: Pop, hshld, employment forecasts Sewer flow volumes in 5-year increments Planned improvements Maps
b. Inflow and infiltration I/I		Catch basin separation; rainleader disconnect; elimination of combined sewer overflow regulators.	Biggest issue for new sanitary sewer plan.	I/I reduction: sump pumps, drain tile disconnects Other sources of I/I Implementation plan & cost analysis.
c. Onsite wastewater disposal		Affects S. Highwood and part of Kipps Glenn. New City regulations were adopted matching state requirements. A round of enforcement was done.	Inspection, correction, well water testing, record keeping, enforcement.	Onsite systems: give current info 3-year inspections, replacement, tracking and notification, enforcement.
d. Intercommunity flows	<i>See Land Use Plan, p. 78-79</i>	80 properties listed where sanitary sewers flow to other jurisdictions; along boundary streets.		Show intercommunity connections

## SECTION 4:

# Pressure Points

*From A Lens For The Future: Saint Paul For The Next 25 Years*

*The “pressure points” identified in the framework represent significant areas of change affecting Saint Paul’s future.*

The City of Saint Paul is on the verge of major change. The changes that are ahead mean that the city will face many challenging, complex issues in the coming years. The report of the Saint Paul Planning Commission’s Long-Range Planning Committee, *A Lens for the Future: Saint Paul for the Next 25 Years*, describes the major changes that have occurred in Saint Paul over the last twenty-five years and discussing the emergent trends and changes that will impact the city’s future.

The central element of the report is the pressure points framework, which gives the community a way of thinking about the big issues that are looming in Saint Paul’s future. The framework has four components, which are discussed in detail in the report, but the “pressure points” identified in the framework represent significant areas of change affecting Saint Paul’s future.

## Fiscal Challenges

### City funding

The City's financial future holds many challenges. Funding from outside sources has declined significantly in past decades, and this trend is likely to continue. At the same time, the demand for services and the cost of adequately serving the city's population is rising. Saint Paul must find ways to become more self-sufficient, which is difficult in a fully built city with little room for tax-base expansion and extremely high service outlays. Additionally, the way that citizens typically understand the City's finances is inad-

equated because we tend to fail to distinguish the city's budget (flows of money in and out) from its balance sheet (assets and liabilities). Because the budget does not include the real cost of neglect and of depreciation of assets in the built environment, we undervalue investment in the kinds of assets that will keep Saint Paul a good place to live and fail to plan for the costs of maintenance, especially the maintenance of the City's vast infrastructure.

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### KEY QUESTIONS:

- How can the city continue to provide high-quality services as the funding sources for those services are shrinking? Are there better ways to manage the demand for services?
- How can the city become more financially self-sufficient? Could more public/private partnerships be used to leverage the resources available to the city?
- How should the city's limited resources be used? What should be the rules for intervening (i.e. spending money) in the private market?
- How would the city's outlays change if maintenance/asset management were given higher priority?
- Saint Paul cannot expand its boundaries, so where can increased tax base come from?
- How will the city cope with increasing unfunded mandates (including those from groups charged with protecting the environment, water resources, etc.)?
- How can the city balance the need for protection of our environmental resources against the need to accommodate growth and increase the tax base? Where is the tipping point between the market's highest and best use for the land and environmental preservation?



## Changing economy

As the U.S. economy as a whole has shifted from a production economy to a consumption economy, Saint Paul's production-sector employment has eroded. Service-sector employment has grown, but the loss of higher-paying manufacturing jobs has been deeply felt, especially on the East Side.

In order to ensure that Saint Paul's economy remains strong, the city must continue to attract businesses. Businesses that choose to locate in Saint Paul help bolster the city's tax base, create employment opportunities for city residents, and support the regional economy. To attract businesses that will be willing to invest in Saint Paul, the city must have a

quality workforce. Without a high-quality workforce, employers who are here now may not remain, and new employers will have no reason to locate here in the first place. Public schools must provide students with skills that will serve them in future job markets in order to guard against a critical jobs/skills mismatch. As higher education becomes an increasingly important factor in determining job prospects and career opportunities, the cost of obtaining that education is rising beyond the reach of the people who need it the most. This trend has the potential to undermine the quality of Saint Paul's workforce.

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### KEY QUESTIONS:

- How can Saint Paul produce workers with the skills that will be needed for the jobs of the future?
- Is there an economic/industrial niche that Saint Paul could appropriately and uniquely fill? Can Saint Paul get ahead of the market instead of just responding to it?
- How can Saint Paul maintain its concentration of knowledge economy workers within the metro area? How can Saint Paul capitalize on this concentration?
- What can the city do to support small businesses that help to diversify the city's economy and provide economic opportunities to the immigrant population?
- Outside of downtown Saint Paul, where will the jobs be? How can we physically plan for job retention/creation in other parts of the city?
- What large businesses is the city at risk of losing? How can we start contingency planning without hastening the departure of businesses?

## Growing Population

### Increased disparity

Financial disparities are a major threat to Saint Paul and the Twin Cities metropolitan region. The gap between society's haves and have-nots is widening. Combined with the high cost of housing, increasing education costs, and the loss of higher-paying manufacturing jobs that do not require advanced education, these disparities have the potential to create tension between groups and destabilize the city.

Disparities between minority and majority populations are particularly concerning as Saint Paul's diversity increases. The city's new diversity is certainly a strength, but inadequate political, educational, and capital investments in the immigrant and minority populations could pose a future threat to the city as disparities grow.

As the city's diversity continues to increase, it is going to be increasingly important to make sure that Saint Paul's newest citizens are integrated into civic life as much as possible. If growing immigrant and minority populations are socially and politically isolated, especially from the city's traditionally strong citizen participation system and democratic processes, the citizen commitment that is Saint Paul's strength will be undermined. Further, if we fail to provide these groups with the education and opportunities they need to find jobs and housing, we will exacerbate disparity issues and risk disenfranchising many of the people who are keeping Saint Paul vital.

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### KEY QUESTIONS:

- How can Saint Paul's new immigrant and minority populations gain the job skills necessary for Saint Paul to continue to be attractive to employers? How can Saint Paul ensure that these groups receive the necessary skills?
- How can planning in Saint Paul ensure that diverse viewpoints are always considered and included in planning and decision-making processes?
- What can the city do to support minority entrepreneurs?
- How can citizen participation in Saint Paul be restructured to go beyond the district councils to gain a more diverse perspective on neighborhood issues?
- What basic needs do Saint Paul's immigrant/minority populations have that are not being met in the current marketplace? What kinds of housing, transportation, and recreation facilities do these populations require?
- How can Saint Paul become a leader in advocating a more regional approach to addressing disparities and other metropolitan-wide issues?
- What can Saint Paul do to fill in the gap between the haves and have-nots? How can the middle class be attracted, maintained, and expanded/grown?
- What needs to be done to ensure that Saint Paul's new immigrant/minority populations gain the job skills necessary to ensure that their collective economic status improves over time?

### Increased density

Saint Paul's population must continue to grow in order for the city to remain vibrant and healthy. To accommodate more people, the city must become denser. Density, however, is not welcomed in many neighborhoods and may be in conflict with the primary goal expressed above of preserving the character of existing neighborhoods. In order to achieve higher densities in the city without adversely impacting neighborhood character, the city should carefully

consider development patterns as a whole to determine appropriate locations for dense development. The city may ultimately decide to primarily support density in transit corridors and high-amenity areas (e.g. in certain portions of the river corridor, downtown). As plans for mass transit along the Central Corridor on University proceed, the city will have the opportunity to deal with density as both a planning issue and as a deep cultural issue.

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### **KEY QUESTIONS:**

- What kinds of densities are needed to accommodate the growth that Saint Paul will experience in the future (or the growth that Saint Paul must experience in order to remain vital)?
- What are appropriate locations for denser developments?
- How can density be made palatable? How can density be tied to amenities?
- How can a neighborhood or the city as a whole add density without compromising its essential character?
- How is density connected to transportation? What densities are necessary to support regular transit service? What transit service is necessary to support increased density?
- How can land uses in the city be distributed in a way that is mindful of the limited land supply but allows for population growth and economic growth?
- As the city grows denser, how can concerns about environmental sensitivity and sustainable designs be dealt with in the development process? Through what mechanisms could the city intervene to achieve more sustainable projects?

## Changing Places

### Transportation challenges

Saint Paul and the Twin Cities region are facing both opportunities and challenges in transportation. This year's Metropolitan Survey, performed by the Metropolitan Council, found that traffic congestion and other transportation issues are the region's single most important problem. As the metropolitan region has added population and expanded outward, traffic congestion has become a daily hassle for many citizens, especially those who drive long distances to commute to work, and roadway congestion costs exceed annual spending on highways. The current public transit system does not provide viable alternatives to single-occupancy vehicle travel, and there is not yet any long-term, regional consensus on how to address transportation concerns and pay for prospective solutions.

With the opening of the Hiawatha light rail transit line, however, the Twin Cities region may have rounded a corner in

terms of its approach to transit. As plans for light rail transit in Saint Paul move forward, the city and the metropolitan region will have a tremendous opportunity to make real, lasting investments in transportation infrastructure that will serve the region for many years to come. A truly regional approach to transit could give the whole metropolitan area a comparative advantage, which would help to attract population and economic growth.

If congestion continues to worsen, the region's households may begin to make different housing and transportation choices based on the many costs of traffic congestion (e.g., time, gas). Saint Paul may be in a position to benefit from these choices if households decide to move towards the center of the metro region rather than to the fringes of it in order to be closer to jobs, culturally rich urban areas, and more transit alternatives.

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### KEY QUESTIONS:

- How will new transportation modes change the city?
- What unique opportunities will LRT bring and how can the city capitalize on them?
- How can the economic development opportunity of LRT be quantified and communicated? How can Hiawatha be used as an example?
- How can Saint Paul make sure that the Central Corridor really happens? What can be done to encourage a truly regional approach to transit? What role can Saint Paul play in encouraging a regional approach to transit?
- How should the city's transportation policies change in anticipation of LRT? In response to LRT?
- How will parking around the city be affected by new transportation modes? What parking policy changes should we anticipate?

## SECTION 5:

# Trends & Issues

*Moreover, diversity and changing demographics are challenging public officials and residents to rethink how Saint Paul works as a city*

Preparing *Saint Paul Comprehensive Plan 2008* an opportunity to revisit issues that have long shaped the city and its residents' lives, as well as to determine trends that arose during the previous decade and are likely to influence the future of the city.

The framework of the current *Comprehensive Plan* rests on three overarching themes:

- **Growth.** Growth encompasses primarily population and households, as well as business development and jobs.
- **Quality of Place.** Quality of place is exemplified by the aesthetic attributes of the city, its buildings, neighborhoods and workplaces.
- **Well-being.** Components of well-being are economic growth and jobs for residents, as well as cultural, educational and recreational opportunities.

While the issues and trends outlined in this section reflect changes in the city and its residents since the last comprehensive plan was prepared, they neither alter nor negate the validity of the three overarching themes.

In a series of discussions that began in the fall of 2005, potential issues and trends were identified and explored, revealing both continuity and change that have characterized Saint Paul since the plan was last updated. The discussions involved planners from the Department of Planning and Economic Development, staff from several other City departments, members of the Planning Commission and experts from disciplines germane to city development. While many issues were expressed as statements, they are really questions – questions that policy makers

and technical experts will attempt to answer during the plan update process.

The issues outlined in this section, as well as the Pressure Points from *A Lens for the Future: Saint Paul for the Next 25 Years* (in Section 4), will provide the starting point for preparation of strategies and policies in *Comprehensive Plan 2008*.

This section is organized by key issues that have been identified thus far. Items marked with bullets reflect the questions raised and statements made during the discussions.

One participant at the interdepartmental retreat held in November 2005 remarked that fleshing out a vision for the future of the city is difficult. The comment was less a criticism than an observation that the city is at a juncture, with several forces outside the City's control creating dynamics that will impact Saint Paul's future. These forces – examples are globalization and the economy, dwindling fiscal resources and threats to a sustainable environment – are in addition to the changes that happen in any urban area over time.

### Demographics and Diversity: The Changing Face of Saint Paul

Saint Paul has changed in markedly dramatic ways since 1990, as described in Section 2. Whereas total population growth between 1990 and 2000 was modest, changes in specific demographic groups were significant.

At the time of the 1990 Census, 81 percent of residents were white. During the 1990s all ethnic groups grew dramatically and the white population shrunk, both in raw numbers and proportionally to other groups in Saint Paul. There were 40,000 fewer whites in 2000 and they decreased to 64 percent of the population.

In contrast, the three largest ethnic groups grew. The Hispanic population

doubled, from four percent to eight percent of the population. Asians, principally Hmong, increased from seven percent to 12 percent. And, African Americans grew from 7 percent to 11 percent; this includes many recent immigrants from Africa, particularly Somalia.

The growth of Saint Paul's ethnic communities is a function of immigration. The 2000 Census reports that 14 percent of Saint Paul's residents were born in another country. Many of them – seven percent – arrived in the United States during the 1990s. Of the more than 36,000 foreign-born residents in Saint Paul, slightly more than half – 53.5 percent – are naturalized citizens.

Immigration has resulted in a rich mixture of languages heard on the street and playground, written in shop signs and found on the shelves of the public library. Almost one-quarter of the city's residents speak a language other than English at home. These languages are primarily Spanish, Hmong and Somali, although other languages, such as Russian, also are spoken by residents. More than half of those who speak a language other than English at home reported they do not speak English "very well."

These trends in the population are mirrored in the public schools. During the 2002-2003 school year, according to St. Paul Public Schools data, 68 percent of the students were children of color and, for 41 percent of the students, English was not the primary language spoken at home.

The implications of these changes extend beyond mere numbers in the Census. Diversity is affecting the culture of Saint Paul, particularly in specific neighborhoods, such as Frogtown, the Midway, Dayton's Bluff and Payne-Phalen.

Moreover, diversity and changing demographics are challenging public officials and residents to rethink how Saint Paul works as a city. One participant at the November 2005 interdepartmental retreat focused on how immigrants are impacting the city: "Immigrants are changing the city in ways we never thought of or in ways we thought had died." Another participant raised questions about how the City should respond: "We have a reactive strategy to this issue, as well as others. This is not good. We need a proactive strategy. How do we put together a proactive strategy? How will it look? When do we do this?"

### **Disparities: The Gaps That Impact the Region and Its Residents**

The Itasca Project, a collaboration of more than 40 CEOs, mayors and university leaders, has focused on three critical gaps dividing a majority of residents in the region from those who do not share in its prosperity. The *Mind the Gap: Reducing Disparities to Improve Regional Competitiveness in the Twin Cities* report (available on the Brookings Institution website, [www.brook.edu/metro](http://www.brook.edu/metro)) describes three types of disparities that negatively impact some residents and threaten to undermine the economic success of the entire region.

The gaps are:

- **Race.** Members of racial and ethnic minority groups do not attain the high college graduation rates, median household incomes and homeownership rates as do the majority of the population. Moreover, poverty disproportionately affects some segments of the metropolitan population.



*Land use and transportation ideally should complement each other, with each one providing a structure that supports and benefits the other.*

- **Class.** The gap between wealthy and poor in the region is growing.
- **Place.** The growth pattern in the last two decades has resulted in a disproportionate shift of residents. Residents have moved outward from the core cities to the suburbs and, while the populations of both cities have stabilized, they still have the bulk of the region's poor and minority households. Many of the jobs in the Twin Cities require knowledge of sophisticated fields, such as computers and healthcare, but the majority of residents in the core cities who desire and need employment are not trained to perform in these jobs.

#### **Density: The Nexus of Land Use and Transportation**

It is axiomatic that a city is composed of buildings situated on parcels of land. Buildings, however, do not exist in a vacuum. Rather, they are connected to each other over a transportation network. Land use and transportation ideally should complement each other, with each one providing a structure that supports and benefits the other. However, transportation and land use, while symbiotic, are not equal. Transportation necessarily must be subservient to land use, since it is a city's land use patterns that respond to the needs of its residents and its economy. Transportation, too, must respond to the needs of residents and the city's economy.

For an older city, where there is little land that has never been developed, the connections between density and transportation are especially important. Intense use of the land is successful only when there is a complex transportation system that serves it. Conversely, the costs of a complex transportation system cannot be justified if there is not

the population living and working in a relatively dense built environment.

- Two issues about density are seemingly in conflict. How dense should a city become to ensure its survivability? How dense can a city be before it loses livability? The plan update should seek to determine a balance between them.
- To meet the population/housing numbers the City wants and the Metropolitan Council has set as a goal, more money is needed for transit. There is a critical mass of density that supports regular route transit.
- Higher density cannot be pursued in a vacuum. A regional transit system is critical if the city is to become denser.
- Where are the best locations for increased density in the city? Related to that, growth pressures are higher in some parts of the city, compared to others.
- Education about density is necessary to address concerns, resistance and potential conflicts.
- The supply of oil (dwindling supplies worldwide and those specifically interrupted by hurricanes and other natural disasters) and the impacts on petroleum-based products will affect cities in the decades to come. How should planning respond to the oil supply issue? Responses included two ideas – development along corridors and higher density.
- Urban design is even more important as the city becomes denser, as high quality design will address issues raised by those concerned, or resistant, to a more intense city.



- Transit oriented development (TOD) is the link between density and transit. It is particularly needed at nodes to benefit pedestrians.

### **Transportation: Meeting the Needs of Residents, Commerce and the Workplace**

A conventional discussion of a transportation system generally focuses on capacity and capital improvements. While both are important if a transportation system is to function, it is arguably more critical that a discussion of transportation focus on the city's land use development pattern. This is particularly true in an older city, where changes in a transportation system necessarily must be more finely grained if it is to serve residents, businesses, employers and employees.

#### **Strengthening bus transit**

- The bus system needs to be expanded and strengthened. What are the true needs of residents? How much financing is required to meet those needs? It was noted that whenever "redesign" changes are made to the transit system, ridership goes up.
- Will a grid service pattern, rather than a radial (or hub-and-spoke) pattern, address unmet transit needs and avoid duplication of service? Where there are higher densities (i.e., sufficient density to make an urban area), transit could attract greater ridership with a grid service pattern. Outside dense areas, a radial pattern likely provides a sufficient level of service for anticipated ridership. Metro Transit, with the City's support, has been integrating a grid service pattern into its routes.

- Should there be park-and-ride anywhere in urban neighborhoods?
- Inexpensive parking on the downtown fringe is disappearing. However, working downtown is either expensive or inconvenient because the transit system is anemic and it is expensive to build sufficient structured parking. The only alternative is an expanded, efficient transit system.

#### **Infrastructure**

This includes both capacity and capital improvements.

- Interstate 94 is consistently congested. Are there potential funding sources for improvements, including bonding or state aid funds? (The ongoing issue of state funds for highway improvements is linked to the conflict between the metropolitan and outstate areas.)
- Currently, there are six state-funded local projects eligible for state funding. They are: Shepard/35E interchange; Dale/94 intersection; Lafayette Bridge; Pierce Butler Route extension to Phalen Boulevard/35E; bioscience area street improvements; and construction of the Cayuga/35E interchange.
- There are no dedicated funding sources for deferred maintenance of streets, which is extensive.
- Issues of traffic calming are not just engineering the street and enforcement; there is also an issue of education. Moreover, the success of traffic calming often depends on the location of the street within the city; streets in some communities are more amenable to traffic calming measures than others.



*While older industrial sites will remain a vital segment of Saint Paul's economic base, other parts of the city will increasingly become important corridors for economic growth.*

- The University/Snelling intersection has the highest number of accidents of any in the state. A capacity study of the intersection is underway.

#### Bicycles and walking

- There is a continuing debate over the numbers of bike lanes needed on city streets. Some argue that bikes, although highly prized, present problems on some streets and that a distinction must be made between recreational biking and commuter biking.
- Walking is a means of transportation that also advances healthy living. Incorporating walking into the plan will promote health and begin to address such health issues as obesity, diabetes and high blood pressure.

#### **Corridors for Growth: Positioning the City to Create and Capture Economic Opportunity**

Saint Paul's land use map depicts large swaths of shades of purple, the color commonly used to designate industrial land. Originally most of this land was along railroad tracks and adjacent rights-of-way. As the economy changed during the later half of the 20th Century and trucking replaced rail to transport goods, much of this land became available for redevelopment as business centers for light industry. Dynamics in the economy at the beginning of the 21st Century are forcing a new definition of "corridors for growth." While older industrial sites will remain a vital segment of Saint Paul's economic base, other parts of the city will increasingly become important corridors for economic growth.

- How should industrial uses be defined, given the accelerating changes in the economies of the region, the country and the globe? What is the future of industrial uses? Are there resources for industrial uses and is support for these uses appropriate?

#### Older industrial sites

- How should older industrial sites be redeveloped? Changes in the economy and shifts in labor markets will have a major impact on how these sites should be developed and used. Brownfields cleanup is a redevelopment issue.
- The Phalen Corridor Initiative was a catalyst for revitalization of older industrial sites on the near East Side. What is the successor to this organization and what should be its role?

#### Labor markets

- What are emerging labor markets, and what is their relationship to the City's land use policies?
- The economics forum focused on emerging labor markets. Participants included:
  1. Dr. Bruce Corrie, economics professor from Concordia University
  2. Kyle Uphoff, regional analysis and outreach manager, DEED
  3. Toby Madden, regional economist at the Minneapolis Federal Reserve Bank

**Long-term trends** – Manufacturers are becoming more efficient, so they will require smaller workforces. In addition, an aging population will demand different types of products. Immigrants will become an increasingly larger share of the workforce.

**Job growth** – Approximately 256,000 jobs are expected to be added in the metropolitan area between 2002 and 2012. Broken down by industry, there will be an increase of 80,000 jobs in the health care industry state-wide, with 60,000 of those in the metropolitan area. Other industries that will experience job growth are professional and technical services, particularly the computer and related industries; leisure and hospitality industries; and manufacturing.

**Two-tier labor market** – A two-tier system is evolving, with high skilled-high wage jobs at one end and low skilled-low wage jobs at the other end, with very few jobs in the middle.

**Sectors affected by the recession six years ago** – Three major sectors changed markedly as a result of the recession. The “dot-com bust” cost many jobs in the professional and technical sector. This sector will grow again before 2012, but it is unclear how many jobs will be added to the economy. Six thousand manufacturing jobs were added in Ramsey County since 2000, primarily because of vibrant growth of health care manufacturing companies. The retail sector lost many jobs, some of which were relatively high-paying jobs.

**Employment growth since the end of the recession** – In the two core cities, the numbers of jobs have increased, .5 percent in Saint Paul and .6 percent in Minneapolis, since the recession ended, in contrast to the metropolitan suburbs, where job growth has been 1.5 percent during the same period.

**Education** – There must be an investment in human capital. This country

should measure the education system just other types of investments are measured, to determine what the education system has produced.

**Low-wage workers** – The skills of low-wage workers should be upgraded so they can obtain employment. In addition to education at the K-12 level, there should be apprentice programs and other types of job training.

**Immigrant businesses** – Immigrants initially will finance new businesses with money from family members, contrasting with the more conventional approach to borrow funds from a lending institution.

- How do the City and the business community maximize the creation of jobs on older industrial sites? This involves, in part, enticing global companies to Saint Paul without actual City involvement.
- There is a pressure for entry level jobs. Often, there are many more applicants than the numbers of jobs available.

#### Major industries

- At least three large businesses are undergoing significant changes. The Ford Plant is scheduled to close in 2008; Northwest Airlines is in bankruptcy; and, 3M discontinued manufacturing of adhesives and abrasives, although its engineering staff is still based on the East Side. What is the impact of these changes on Saint Paul?
- A comprehensive approach is needed to provide stability for industrial employers. Current financing options are regressive.

### New corridors

- What is the role of the riverfront as a corridor?
- Where are the emerging corridors, or those that were not originally railroad rights-of-way? How should they be developed?

### **Central Corridor**

The Central Corridor runs between downtown Minneapolis and downtown Saint Paul. In Saint Paul, it will run along University Avenue, through the Capitol area and into downtown, terminating at Union Depot. Light rail is the transit mode proposed for the Central Corridor.

- Light rail transit is not in the *Transportation Policy* chapter of the current comprehensive plan. While the Metropolitan Council is seeking to hold down the cost to construct the Central Corridor, the City in its plans needs to provide for appropriate development along the corridor. This is particularly true regarding the integration of land uses in the corridor and an intensification of land use and transportation.
- Broadly speaking, there are two issues: development of light rail in the corridor and a strategy for development on lands within the corridor.

### **Housing: Balancing Seemingly Competing Interests**

Fundamentally, there are four key housing issues, expressed as seemingly countervailing choices that, once choices are made, become policies determining future actions:

- Production of new housing or rehabilitation of older housing stock.

- Concentration of new housing in one area or scattered citywide.
- Proportion of owner-occupied and rental housing.
- Housing for specific groups, including seniors; low income; and families.

There are two essential components of housing development, including the housing itself and the development process.

### Housing products

- How will housing types have to be altered to reflect demographic changes?
  1. Large single-family housing for multi-generational families.
  2. Lifecycle housing for seniors, single people and families.
  3. Mixed-use development.
- In some communities, there is resistance to the heights of new multiple-family housing projects.
- Desired amenities include parks and nearby retail, particularly grocery stores.
- What is the market for conversions of office space to condominiums? What factors influence conversions (such as floor plates)?
- Rehabilitation of older housing stock.
  1. Rehabilitation of housing will require significant capital if there is to be an impact in neighborhoods where disinvestment is occurring. A budget for the rehabilitation of older properties must be developed.
  2. Some older housing should be demolished because it is so obsolete that the cost of rehabilitation is prohibitive. It would be more cost

effective to develop new, replacement housing units.

- Housing for the homeless. Where should homeless shelters be located? What zoning is appropriate for a homeless shelter? How should neighborhood issues be approached?

### Producing housing

- What will be the market demand during the next 10 years?
- What is the City's role in the state's plan for emerging markets?
- What financing guidelines should prevail if the City intervenes in the private market?
- To what extent should the City support market rate housing? How much TIF (tax increment financing) should be expended on market rate housing?

### Affordable housing

- The City's adopted policy includes the following guidelines: 10 percent of units be affordable to a family earning 50 percent of the metro area median income; 10 percent be affordable to a family earning 30 percent of the metro area median income. The policy applies equally to rental and ownership housing. Should there be different rules for each?
- Where should affordable housing be located in the future? Locations for affordable housing are to issues of concentration and ward allocation? What should be the relationship between Saint Paul and the East Metro suburbs on the issue of affordable housing?

- Pre-ownership training is available for new homeowners. There should also be post-ownership training so that the person, or family, will be a good homeowner in 3-4 years and beyond.

- The social forum focused largely on housing and disparities, and how the changing real estate market is affecting families at the lower end of the income scale. Participants in the forum were:

1. Jennifer Ford Reedy, Itasca Project (the Mind the Gap report)
2. Jim Solem, CURA at the University of Minnesota
3. Lee Graczyk, Minnesota Senior Federation
4. Denise Quinlan, St. Paul Public Schools
5. Marcia Fink, United Way Twin Cities

*Disparities* – This is a regional issue and not confined to one city. Social and economic disparities are based in race, class and place. There are disparities among different racial and ethnic groups, among different income groups and between the central cities and the suburbs. Reducing disparities, in a region with many assets, will improve people's lives and enhance the regions competitive advantages.

*Affordable/rental housing* – It is necessary to think strategically to produce affordable rental housing. Tools provided by the federal government are no longer available and the state has only one program, the low income housing tax credit program. Many rental units are disappearing as they are converted to condominiums. It is virtually impossible to construct new affordable housing for the types of households in the *Mind the Gap* report.

Regulations often increase the cost of housing, the basic structure of the building. Consequently, there are not enough resources to meet the needs and demands for affordable housing and rental housing.

*Concentration of poverty* – A person's ability to get out of poverty is directly tied his, or her, knowing people who are not poor, so it is important to break up concentrations of poverty.

*Risky mortgage products* – Mortgage products, and the delivery of mortgage products, have changed during the last decade, with the result that many families are increasing their level of risk when they purchase housing. When the housing goes into foreclosure, the family and the neighborhood where the housing is located are affected. Information should be provided to people who are buying homes with the newer mortgage products to reduce the potential for risk.

*Racial and ethnic disparities/risky mortgages* – The contrast between the white and the non-white population is dramatic; it is also more evident because the non-white population in the city and the region is growing. The non-white population is acquiring housing with risky mortgages, such as interest-only loans and ARMs (adjustable rate mortgages). There have been many foreclosures as a result. The cost of failure is high, for the neighborhoods in which these homes are located and for the city as a whole.

*Homeless children* – There is a growing number of people who were homeless as children and, inevitably, they become homeless as adults.

## **Parks: Aging Facilities and Decreased Funding**

City parks and recreation facilities are confronted with demands born of new housing and new populations to serve at a time when resources are declining.

### Facilities

- The development of new housing has not been coordinated with the facilities at existing parks and recreational centers. There is insufficient space for park and recreational activities.
- The numbers of seniors, and people in retirement, are affecting recreation centers; the city is ill prepared to deal with this demand.
- The “second shift” recreation centers are being asked to do more by being part of a social service support system.
- The Achievement Plus centers are changing how parks facilities operate.

### Funding

- The infrastructure is aging and there is insufficient capital funding to replace or extensively renovate these facilities.
- There is also insufficient funding for maintenance and landscaping.
- The operations budget is flat, even at new facilities. One idea is to tie capital expenditures with maintenance dollars. Should these items be tied together in the original approval of the parks/recreation facility? This would mean structuring future maintenance within the capital budget, and not simply make the maintenance budget an “FYI” item.
- Non-profit funding sources are disappearing.



### **Downtown Saint Paul: What Is Its Role in the City and the Region?**

Housing, both new construction and in renovated buildings, characterized development in downtown in recent years. This residential development occurred after many years when downtown Saint Paul struggled to retain viable retail and office markets. This prompts several questions: Will this trend continue? Should this trend continue? How will this trend, or any newly fashioned role, be influenced by rising energy prices and suburban development during the last decade? What is downtown Saint Paul's niche?

#### **Land uses in downtown**

- Downtown residents have the same expectations, including amenities, as they would if they lived in any other neighborhood in Saint Paul. What is the threshold population for attracting businesses to locate downtown? Are amenities needed to keep the condominium market healthy?
- Downtown retail is deteriorating.
- Residents in downtown want a super-market, but the market is not yet strong enough to support such a store.
- Vacancies in privately-owned office buildings have increased recently as some state offices relocate to state-owned buildings. Office space does not match either demand or the employment base. In addition, older office buildings are obsolete.

#### **Development issues**

- Is downtown Saint Paul on both sides of the Mississippi River, or only one side?

- If the proposed Bridges project, or some version of it is approved, what will be the impact on downtown? The impact on the West Side?
- When will the private market be strong enough to thrive without a lot of public assistance?

### **Healthy Neighborhoods: Reinvestment in Communities**

#### **Frogtown, North End, Dayton's Bluff and Payne-Phalen neighborhoods**

- Disinvestment is sapping much of the vitality from residential neighborhoods and commercial corridors in these four communities. The most obvious example of disinvestment includes vacant buildings and properties in foreclosure.
- There are vacant store fronts along the Payne Avenue, Arcade Street and East Seventh Street commercial corridors.

#### **Potential redevelopment sites**

- The Ford Plant will close in 2008. The question is, how should the land be used?
- While the rehabilitation and redevelopment of the Hamm Brewery site will be expensive, the change will impact the neighborhood significantly.
- 3M owns lots of property on the East Side. Will they sell or develop the site? The future of the 3M site will impact both industrial policy in the city and the potential for job creation. Both changes to the 3M site and maintaining the status quo will affect the adjacent East Side neighborhoods.



*What is downtown  
Saint Paul's niche?*



*The City has to prepare for a new funding/fiscal environment tied to the type, amount and scale of new development.*

**Resources: How Will the City Pay for Its Future?**

Funding to pay for City services and infrastructure, as well as “bricks-and-mortar” projects, has declined, sometimes steeply, in recent years. The impacts include a reduction in services and fewer development projects.

- How can the City secure funding, especially from the state and from the federal government? Are other funds available? It is likely the City will have to finance more from its own resources, especially the property tax base. This will likely result in an increase in the levy. The levy was not raised during the last decade, with one exception in 2006 to fund additional police officers.
- The City has to prepare for a new funding/fiscal environment tied to the type, amount and scale of new development. New development is related to density. Funding and the City’s fiscal strength play into all issues, not simply density.
- What should be the relationship between residential and non-residential development? How much of each is needed and desired, given the City’s funding/fiscal environment?
- Money is needed for maintenance of City infrastructure and facilities.
- How do the budgets of the Police and Fire Departments affect the budgets for other City functions?
- In a broader context, what are the economic implications of the City’s choices? On weakening industrial areas? On affordable housing?

- The infrastructure forum focused on the status of the City’s buildings and facilities, such as streets and sewers, and possible future needs.

Participants in the forum were:

1. John Mackzo, Public Works streets
2. Bruce Elder, Public Works sewers
3. Lee Williamson, Libraries
4. Bob Bierscheid, Parks and Recreation
5. Steve Schneider, Water Utility
6. Kathy Wuorinen and Steve Hitchcock, Police
7. Dave Pleasants and Dave Hiveley, Fire
8. Dave Nelson, Real Estate

*General overview* – City buildings and facilities are physically sound but there are questions about their functional capabilities. In addition, the CIB is recognizing that deferred maintenance costs are rising.

*Streets* – The average age of streets is 45 years, and some are 80 years old; streets are designed for a 20-year life. Proper maintenance would extend the life of the streets. The residential street replacement program schedules 10-12 miles each year, with completion of the program anticipated in 2018. Thirty-one percent of bridges need major repairs or replacements. State funds (metropolitan state aid) for Saint Paul will decrease as other communities grow and receive state funds. The City’s assessment rates are artificially low and, by 2007, funds will be depleted. The city needs more sidewalks to be more marketable.

*Sewers* – There are two kinds of sewer systems, stormwater sewers to the river and sanitary sewers to the treatment plant. The program is self-funded with bond funds. Sanitary

sewer system dates from the late 1800s and the City is trying to reline 150 miles of sewers, a project that will take another 10 years. For those sewers that cannot be relined, major sewer repairs are anticipated. All 28 lift stations were rebuilt during the last eight years.

*Water Utility* – The system is aging; it is 80-100 years old. Since 2000, there has been a capital improvement program, funded at \$11 million each year. This includes, for example, replacing 140 hydrants each year, for a 75-year cycle, and replacing water mains, with a goal of a 75-year cycle instead of the current 90-year cycle. Future issues include upgrading water storage tanks and disposing of surplus land.

*Police* – The existing headquarters building, as well as many department facilities, is leased. The building is more than 100 years old and repairs are needed. There is also insufficient parking and the department is requesting that a parking ramp be built. The Central District is in the headquarters building and moving the district to this location was not welcomed by citizens. The Eastern District needs additional space. It is proposed that a new Western District building be constructed, replacing the two offices it now occupies. The Port Authority has notified the department it will not renew the lease for the impound lot; ten acres are needed for a replacement lot. A golf course and residences are encroaching on the outdoor range. Some units of the department are still located in the nearly-vacant Public Safety building, including narcotics, vice and the communications center. The communications center will merge with

Ramsey County's center in 2007; \$2 million is needed for a new facility for the merge unit. The horse stables are also leased.

*Fire* – Station 8 is a new station that opened in spring of 2006. The last station constructed prior to 2006 was opened in 1981. Fire stations are generally functional and operational for 25 years, but the average age of the stations in Saint Paul is approximately 60 years and half of the stations are more than 75 years old. Four stations were constructed when horses were used to transport fire fighting equipment.

*Parks and Recreation* – The critical task facing the department is the development of a solid asset management system in order to extend the life of the facilities. Thorough information about the condition of each facility is needed to answer that question, because the average replacement cost of a recreation center is \$4-7 million, and there are insufficient funds to replace all 41 of them. Moreover, the capital budget does not pay for maintenance costs. A large component of the maintenance problem is aesthetics; painting would ameliorate this problem in many cases. Replacing the gym floors of the recreation centers would extend their lives. Roads and parking lots at the parks and recreation centers are deteriorating; there are numerous potholes. The department is considering the use of artificial turf, as natural turf cannot be maintained. Additional facilities that are desired and needed include climbing walls and skate parks. Private funds are being sought to renovate Midway Stadium.

*Urban design is even more important as the city becomes denser, as high quality design will address issues raised by those concerned, or resistant, to a more intense city.*

*Libraries* – The Library Department is seeking CIB funds for major repairs; it uses operations funds for maintenance of the libraries. Three facilities are likely to be expanded or rebuilt in future years, including West Seventh (leased building; smallest library); Sunray; and Highland Park (heaviest used library in the system). The new library at University and Dale is scheduled to open in September 2006.

#### **Amenities and Design: Making the City Livable**

- One participant at the interdepartmental retreat commented that amenities increase the gross cost of development, presenting the challenge to make the case for more density. The countervailing view is that amenities are not a cost but an investment, and the “payback” of including amenities in a development should be acknowledged. To do this, it is necessary to adjust the horizon for a return on a development project.
- Urban design is even more important as the city becomes denser, as high quality design will address issues raised by those concerned, or resistant, to a more intense city.
- Money collected for the parkland dedication and improvement fund spent in the communities where it is collected.

#### **Geography and Environment: Resources to Sustain the City**

The Mississippi River critical area and the National Great River Park encompass a nationally significant ecosystem.

Rules proposed by two watershed districts, covering most of the land within the city, will add considerable expense to road construction projects and new development. There proposed rules require infiltration systems in projects exceeding a specified size.

The City’s adopted Water Resources Management Plan should be reflected in the Water chapter of the 2008 plan.

#### **Regional Issues: Saint Paul Is a Core City in the Metropolitan Region**

The City is supplying services to state-owned properties without compensation. What are the alternatives? (Minneapolis is comparable to St. Paul on the number of properties owned by the state.)

So many land use issues (in the Metropolitan Council’s framework plan) are focused not in the metropolitan counties or the core cities, but in the collar counties. How does that affect Saint Paul and how does Saint Paul hold its place in the region?

Transportation, and funding for transportation improvements, has been identified as a critical issue by the Metropolitan Council, members of the Legislature, as well as by local officials and residents.

#### **Planning Process and Public Participation: Discussions Leading to Decision Making**

Planning for Saint Paul’s future cannot happen in a vacuum but must involve residents and people who work in the city in thoughtful discussion grounded in information and analysis.

### Public discussion topics

There should be an educational process on the following issues:

- Development and density.
- Costs of not doing development.
- The potential benefits of development/redevelopment.

### Scope

- How can public participation be broadened so that it goes beyond the district councils? The district councils are biased in favor of older residents/people versus new people/immigrants, as well as homeowners versus renters. This is an issue of status quo versus change. How do planners and the community deal with the NIMBY reaction to these discussions?
- How do we have these discussions so that we have rational political decisions?
- One University Avenue business owner said there is a problem if the City is planning for the majority; instead the City must plan with the minorities.

### Tools

- Use of the City's web site and GIS will broaden knowledge and understanding of issues in Comprehensive Plan 2008.
- Planners need to use new techniques that do not rely on a lot of night meetings and materials to read (i.e., homework).

### **Zoning: Implementing the City's Policies**

The City in 2004 adopted a revised Zoning Ordinance that incorporated the new Traditional Neighborhood (TN) district, a mixed-use zoning classification that can incorporate residential, commercial and industrial uses within the same building or within a neighborhood.

- There are conflicts in the neighborhoods when a non-conforming use is permitted to remain or be reinstituted. This is related to the issue of property rights when the non-conforming use may not be consistent with community standards developed after the non-conforming use was permitted.
- Many communities will want the new IR (Light Industrial Restricted) applied to properties.
- The B3 district permits auto-oriented development, but it also permits auto uses that many communities find objectionable.
- Issues related to new development include lot splits, green space, the size of buildable lots, height restrictions, big box retail and design guidelines.
- A TN4 district will provide tools to meet significant development opportunities.
- The city should be cautious about overusing TN zoning, as it might have a negative impact on B2 and B3 properties.

## SECTION 6:

# Planning Process, Public Participation & Schedule

*Public participation will involve two paths—disseminating information about the five comprehensive plan topics and gathering comments from residents and stakeholders.*

Preparation of *Saint Paul Comprehensive Plan 2008* is occurring in three phases:

- Organization
- Preparation of the draft plan update
- Public comment and approval process

### **Organization**

This phase began in September 2005, when the City received a letter from the Metropolitan Council describing guidelines for the plan update and outlining the elements of the “Regional Development Framework” and system statements that apply specifically to Saint Paul. (Highlights of this letter are included in Section 1.)

Since then, the Comprehensive Planning Committee has focused on the following:

### Themes in the existing plan chapters

The themes are overarching and are reflected in the policies of the existing chapters. In most instances, the themes have remained constant through previous plans. The current planning process will assess whether the themes are still valid and the extent to which existing policies reflect the themes or should be revised to address issues and trends that have arisen during the previous ten years.

### Issues and trends

Although overall demographic changes in Saint Paul since the 1990 Census were modest, shifts within the city’s population were dramatic, as described in Section 2. The city is more diverse, bringing change to neighborhoods, commerce and institutions such as schools and the faith community. Moreover, changes in the economy and the labor market have impacted the employment sectors in Saint Paul and the ways in which the city’s residents earn their incomes.

Through forums of experts and staff discussions, as well as the report of the Long Range Policy Committee entitled *A Lens for the Future: Saint Paul for the Next 25 Years*, the issues and trends affecting the future have been identified.

### Planning process

Preparing Comprehensive Plan 2008 requires a planning process that achieves two objectives – policies that address the issues and trends confronting the city; and, meeting the requirement in state law that the plan be completed in a timely manner.

Essentially, the planning process will be organized around task forces, one for each chapter of the 2008 plan. Planning Commission members will serve as chairs of the task forces. The planning process and the task forces are described more fully below.

### **Public participation**

Public participation will involve two paths – disseminating information about the five comprehensive plan topics and gathering comments from residents and stakeholders.

During the organization phase, public participation consisted of the forums at the Planning Commission. Forum topics included demographic changes since the 1990 Census; the state of the City's infrastructure; social issues; and, economic issues. The social issues forum focused largely on housing and disparities, while the economics forum was a discussion of emerging labor markets. The list of invitees included elected officials and their staff, appointees on various City commissions, City department staff, as well as District Council organizers and board members. The forums were recorded for viewing on the City's cable channel.

### **Preparation of the Draft Comprehensive Plan Chapters**

The work of the Comprehensive Planning Committee during the organization phase will bear fruit during the preparation of the draft chapters.

The centerpiece of this phase will be the Comprehensive Plan Task Forces, as they will be formally known. It will be the task forces where stakeholders and residents will come together to understand the issues and the ways in which the city has evolved during the last 10 years. After grappling with the issues, the task forces will advise the Planning Commission, the City Council and the Mayor on policies for the plan update.

A member of the Planning Commission will chair each task force. Other task force members will include additional Commission members, representatives of

Saint Paul's district council system and stakeholders.

### **Task force meetings**

While the work of each task force will vary, depending on the issues, the amount of research necessary for understanding the issues and the time for discussion, there will be some common elements. Generally, the preparation process will begin in the fall of 2006 and include the following:

- Establishing a framework to understand the issues and resolve the questions. One meeting.
- Tackling specific issues related to the topic. There are five chapters/topics. PED and other City staff will provide task force members with materials relevant to the topic for discussion during these meetings. In addition, panels of experts with knowledge about particular issues will be convened by the task force, thus giving everyone additional information and perspectives. Each chapter/topic will have varying numbers of specific issues, so the numbers of task force meetings will vary. Five-to-eight issue meetings.
- Writing a draft chapter. During a two-to-four month break in the task force meeting schedule, Planning Commission members and PED staff will write the draft chapter.
- Reviewing the draft chapter. Task force members will discuss the policies in the draft chapter. Two-to-four meetings.

### Public participation during the preparation phase

A number of avenues will be used to disseminate information about the work on the plan update and to gather comments and questions.

- City website. The website will include a description of all the elements of the plan update process, including the legal requirements for preparing the plan, various drafts of the five chapters, the work of the task forces, the schedule and ways in which residents and stakeholders can be involved. Portions of the website will be interactive, under a “Contact Us” link, so that people can comment on the content of the five chapters. A listing of future events and meetings will be updated weekly.
- District Council system. There are 19 district councils. The district council organizers have been asked to work with their boards and residents in their communities to find people to represent the residents of Saint Paul on the five task forces. From the nominees provided by the District Councils, the Comprehensive Planning Committee will select up to three people to sit on each task force. The criteria for nominees include being interested in the topic, knowing something about the topic and/or be willing to learn and having a citywide perspective.
- Email list serve. PED will create a list serve to notify interested parties of future events, such as open houses and task force meetings.
- Libraries. Materials about Comprehensive Plan 2008 and the five chapter topics will be distributed to the Saint Paul libraries, where they will be available at the reference desks.
- Focus group discussions. Some, if not all, of the task forces will have focus group discussions on particular issues in the plan chapters. These discussions, which generally will be part of the task force meetings, will include information and perspectives by those who are knowledgeable about the issues but who are not members of the task force.
- Mayor briefings. PED will periodically brief the Mayor and his staff; the briefings will replicate the City Council study sessions, including an overview of Comprehensive Plan 2008 and each of the five topics. There will be additional briefings immediately prior to the Planning Commission public hearings.
- City Council study sessions. PED staff is planning to have a series of study sessions for the Council. The study sessions, which will replicate periodic briefings of the Mayor and his staff, will include an overview and separate briefings on each of the five topics. The study sessions will be scheduled during the beginning weeks of the preparation phase. Additional study sessions will be scheduled



immediately prior to the Planning Commission public hearings. The study sessions will be telecast on the City's cable channel.

- Retreat of key staff from City departments. The November 2005 retreat produced a wealth of insights from department staff, who are knowledgeable about the current comprehensive plan and who have witnessed the development of the trends that are shaping Saint Paul's future. A second retreat, to be scheduled as the task forces are nearing completion of their issues meetings and prior to the writing of the draft chapters, will seek out comments and perspectives on potential policies and their relevance to the evolving city.
- Open houses. After the draft plan chapters are written, the Planning Commission and the task forces, with the assistance of PED staff, will hold open houses in various sectors of the city. The objective of the open houses is to describe and explain the proposed policies and how they were developed prior to the Planning Commission public hearings.

#### **Public Comment and Approval by the Planning Commission, City Council and Mayor**

Ideally, the public comment and approval process will begin in March 2008 so as to meet the Metropolitan Council's December 2008 deadline for submission of the plan update. During this 10-month period, the following will occur:

- Review by adjacent government entities. State law mandates the draft be submitted to adjacent municipalities and other government entities for

their review and comment six months prior to City approval of the document. The distribution list includes: Ramsey County, Hennepin County, Dakota County, Washington County, Minneapolis, Roseville, Falcon Heights, Lauderdale, Maplewood, Lilydale, Mendota, Mendota Heights, West Saint Paul, South Saint Paul, Newport, Capitol Region Watershed District, Ramsey Washington Metro Watershed District, Lower Mississippi River Watershed Management Organization, Mississippi River Watershed Management Organization, Ramsey County Conservation District, Capitol Area Architecture and Planning Board and Metropolitan Airports Commission. The draft 2008 plan update will be distributed to them in March 2008.

- Saint Paul Early Notification System (ENS). Saint Paul traditionally notifies residents, organizations and other interested parties when a draft plan or other citywide planning action is pending. The ENS period will begin in March 2008.
- Planning Commission public hearings. The Planning Commission will hold five public hearings, one for each of the five chapters of *Comprehensive Plan 2008*, tentatively scheduled to begin in June 2008 and extending into the early fall. The sequence will be determined at a later date.
- Mayor and City Council review and adoption. It is anticipated that review by the Mayor and the City Council will occur in the late fall of 2008.

## **COMPREHENSIVE PLAN 2008 – PLANNING PROCESS AND ILLUSTRATIVE SCHEDULE**

**Organization – September 2005 through August 2006**

### **Preparation**

Sept 2006	Oct	Nov	Dec	Jan 2007	Feb	Mar	April	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan 2008	Feb
Task forces – organize and establish framework for preparation of five chapters.																	
	Task forces – issues meetings.																
									PED writes the draft chapters.								
												Task forces review draft chapters.					

### **Public Comment and Approval**

Mar 2008	April	May	June	July	Aug	Sept	Oct	Nov	Dec
Review by adjacent municipalities and other government entities.									
Public comment period for residents and stakeholders.									
			Planning Commission public hearings and discussion. All five chapters, in sequence to be determined in March or April 2008. (The Planning and Parks Commissions will conduct a joint public hearing on the Parks chapter.)						
						City Council and Mayor consideration.			
									Submittal to Metropolitan Council.

## SECTION 7:

# Credits

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